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DOUGHERTY VALLEY



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DRAFT SPECIFIC PLAN

CONTRA COSTA COUNTY

APRIL 1992



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DOUGHERTY VALLEY

DRAFT
SPECIFIC PLAN

CONTRA COSTA COUNTY



APRIL 1992

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DOUGHERTY VALLEY SPECIFIC PLAN

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1. INTRODUCTION

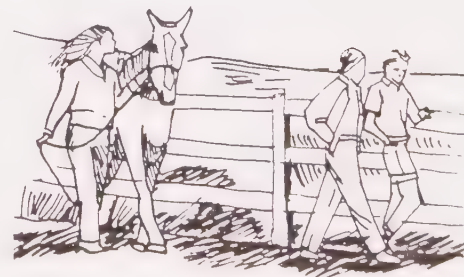
Over recent decades, growth in the Tri-Valley region has meant tremendous increases in the number of available jobs. This has led to growing demand for housing and increased homebuilding, but housing production has not kept pace of the need, especially the need for single family homes affordable for Tri-Valley residents. The prices of homes have skyrocketed as more people compete for a limited supply. Despite this problem, most working households in the area still desire to own their own home. To accomplish this, many have bought a more affordable home farther from the central workplaces. The consequences of these choices include aggravating traffic congestion and worse air and noise pollution. The greatly extended time for each person's journey to work also means less leisure time with family and friends at home and a long journey for children to visit their grandparents.



Dougherty Valley offers an alternative way of life. Instead of contributing to the distant sprawl of suburbia, Dougherty Valley is a proposal for an infill development - a residential community planned as a cluster of neighborhoods. Many more affordable homes will be built here. It is within two miles of major workplaces, near freeway corridors and near BART stations so workers living here will have a choice of transportation modes to their job sites. The construction of Dougherty Valley could place thousands of people closer to their workplaces.



This opportunity for Dougherty Valley residents will benefit many others. A shorter worktrip from Dougherty Valley means less congested commute corridors, and less air and noise pollution. Since Dougherty Valley will be near existing public transit routes and could have a public transit route through the heart of the valley, use of these modes of travel may reduce car trips. Internal to the valley, shopping and leisure trips are to be accommodated in part on an extensive pedestrian and bicycle trail system, thereby reducing the number of shorter trips made in automobiles.



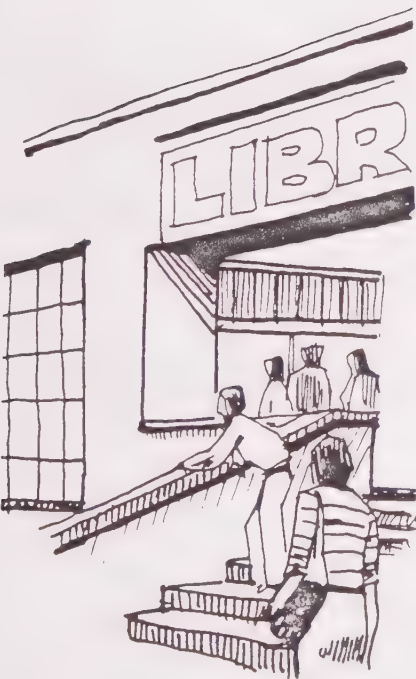
Finding a home in Dougherty Valley near workplaces, will allow time for leisure activities. Dougherty Valley residents are more likely to get home in time to enjoy the early evening hours with their families. Within Dougherty Valley, they will be near planned parks, playgrounds, creek corridors, ballfields, restaurants and bookstores, any of which they could comfortably reach on foot or a bicycle.



A valley unto itself, Dougherty Valley will be known by its perimeter ridges of untouched open space and its broad, landscaped creek corridors which will meander along the valley floor. It will be enjoyed by residents throughout Contra Costa County, who enjoy hiking the trails or learning about wildlife habitat, but primarily by those who will live here.

Dougherty Valley neighborhoods will become more dense near the central heart of the valley. The outlying lower density housing areas will be distinctive because of their varying physical settings. Some will focus on a golf course; others will enjoy long range views across the valley. All will share the peaceful backdrop of the broad open space areas that surround Dougherty Valley. Higher density housing near the valley floor will be built around linear parkland such as the landscaped Alamo Creek corridors and the large community park, with its playfields and public gathering places.

All of the neighborhoods will be well-served by their own schools and/or neighborhood parks. The elementary, middle and high schools and all parks will be linked by a trail system which uses off-street paths and sidewalks. These common threads which bring neighbors together will unify Dougherty Valley residents and fortify their sense of community.



Residents and visitors to Dougherty Valley, will also enjoy the Village Center to be located at the confluence of Alamo Creek and its West Branch. The animated center of community life, it will contain a thriving collection of shops, restaurants and larger stores. As a place for such community activities as scout troop meetings or salmon fishing lectures, its indoor facilities and outdoor gathering places will be the setting for day and evening activities, bringing neighbors together for a movie, brunch or an art festival. Situated where Dougherty Valley landscaped trails, roadways and bike routes all converge, the Village Center will be readily accessible to anyone.

This Plan describes the vision for a special place, where residents coexist in a environment replete with open space and recreation opportunities. It is the first step toward the creation of a community planned in conformance with County policies which call for preserving much of our natural heritage while meeting people's needs for a place they can call home.

Plan Overview



2. PLAN OVERVIEW

a. Scope and Purpose

The Dougherty Valley Specific Plan sets forth a far-sighted vision for a new community which meets the challenges of the site and responds to the opportunities of the region. This document defines the plans for the development and conservation of Dougherty Valley, in greater detail than the Contra Costa County General Plan.

The Dougherty Valley Specific Plan has been in the making for several years, first with the City of San Ramon and then with Contra Costa County. Under the direction of the City of San Ramon, basic issues and opportunities were identified and documented in reports. A citizens Steering Committee then provided direction for the formulation of basic plan concepts. Those planning concepts form the point of departure for this document prepared under the direction of the Contra Costa County Department of Community Development.

The Dougherty Valley Specific Plan encompasses about 5,979 acres of land within the jurisdiction of Contra Costa County and provides for a well-planned residential area. It addresses the creation of a variety of housing types in close proximity to jobs and enhances environmental quality through the creation of regional open space and multiple internal recreational linkages. This is achieved with a development pattern which clusters homes and conserves surrounding hillsides and ridges on the site as permanent open space. The proposed development contributes substantially to the supply of affordable housing in the Tri-Valley Area (including San Ramon, Amador and Livermore Valleys). The efficient circulation system mitigates anticipated vehicular volumes, creates a network for pedestrian and bicycle travel, while making provisions for light rail. Community facilities placed throughout the valley, such as schools, parks, a fire station and a community center, and infrastructure will be phased with residential development.

Specific plans are set forth under California law (Government Code Section 65451 et. seq.) to provide a greater level of specificity than a general plan offers for planning sites of special interest or value to a city or county. It creates the opportunity to plan for a site comprehensively based on more specific information about site conditions and the surrounding physical, environmental and policy context. Specific plans establish the nature, character and location of

activities and development, guide the orderly growth of an area and describe other aspects of planning for Dougherty Valley or its potential impacts and legal implementation include:

- (1) The Dougherty Valley Environmental Impact Report (May 1992), an analysis of the environmental implications of implementing the Specific Plan and subsequent development applications;
- (2) The Draft Dougherty Valley General Plan Amendment, a proposed revision to the Contra Costa County General Plan;
- (3) Rezoning and related development applications; and
- (4) Revised draft development agreements between Shapell Industries Northern California and the County of Contra Costa and between Windemere Ranch Partners and the County of Contra Costa, which define responsibility for financing, implementation and management of key public improvements.

This Specific Plan is organized to parallel the structure of the Contra Costa County General Plan as much as possible. Following introductory information, Chapter 4: Land Use addresses the overall arrangement of the proposed land uses. Subsequent chapters focus on the characteristics of the proposed housing (Chapter 5); street systems, transit options and trails (Chapter 6); open space areas (Chapter 7) and parks/recreation facilities and community facilities (Chapter 8). Chapter 9 is an explanation of the major requirements and routes for water, reclaimed water, sewer, storm drainage, electricity, gas and communications services.

To explain how the Specific Plan should be carried out, several chapters are dedicated to implementation issues: design guidelines that guide the overall form and character of development (Chapter 10); growth management text (Chapter 11) and Chapter 12 which demonstrates how the Dougherty Valley Specific Plan has been derived from the Contra Costa County General Plan. Lastly, implementation measures are delineated in Chapter 13.

b. Planning Approach

Dougherty Valley marks an unprecedented step in shaping the future of Contra Costa County and the Tri-Valley Region. It is an opportunity to create a plan for a large site in a comprehensive and far-sighted fashion, balancing public objectives and community values

with the interests of nearby residents, major employers, property owners and potential developers. Dougherty Valley represents one of the few remaining large sites close to existing and expanding job centers and major transportation corridors. It is relatively unconstrained environmentally. Because the site has been grazed continuously for many years, development can bring about an improvement in the natural environmental quality and result in the establishment of a richer and more diverse natural setting. It has the physical capability to accommodate housing at densities that are conducive to transit ridership and to support the provision of much needed affordable housing. It is of a scale that makes the endowment of permanent public open spaces feasible and allows for the arrangement of open space in a meaningful pattern to reinforce the physical structure of the place. It can increase the variety and availability of recreational activities for a broad range of people in all stages of their lives.

In planning a community that will take shape over the next twenty years, it is important to try to imagine the way people may live in the future. Today, fewer households are traditional nuclear families and most women work. Instead of commuting to a single major center city for employment, travel patterns have become complex, with a web of secondary job centers throughout the region. The demand for community services such as child care has increased dramatically as has the attraction to places where people can gather to meet their neighbors, socialize and experience a sense of community.

Historically, housing in the region has become less affordable as a result of a number of factors including rising land prices. To make housing more affordable, smaller lots for detached homes have been built in adjacent areas such as Canyon Lakes. However, throughout the state, these denser smaller lot single family projects have raised a number of issues related to the location and design of rows of houses on a street, house scale relative to lot size and fit within a hilly landscape. The need has grown for more thorough neighborhood design, especially with higher density housing where design can minimize undesirable repetition and add quality to the environment. This is possible within a master planned community.

While it is difficult to predict what the future may bring, it is possible to create a community that can respond to changes over time in technology and lifestyle choices. In Dougherty Valley, this is achieved chiefly by designing flexibility into the plan with a pedestrian-oriented community where residents can bike or walk to all of the schools,

parks, transit stops and to the Village Center employment sites. Further, the plan builds in opportunities for mixed uses at proposed commercial/transit stops along the major roads served by buses and potentially future light rail transit, where higher density housing can meet the diverse, unmet needs of a wide range of households.

In creating a framework for future growth and development, the Dougherty Valley Specific Plan places greatest governance over the implementation of the major organizing elements of the community: including the neighborhoods, trail systems, village center (including community facilities), streets, recreational facilities and open space. These are reviewed below:

- **Neighborhoods**

The individual neighborhoods will vary in size, but each cluster of housing gathers its identity from surrounding natural features of the terrain, adjacent open space and circulation systems that form its edges. Each neighborhood also has a gathering place occupied by a school or park, which defines the heart of the neighborhood. Each neighborhood thereby has visible edges and a shared center.

- **Trail Systems**

The trail system within Dougherty Valley will link most activities and encourages pedestrian and bicycle movement throughout the area. The backbone of the internal circulation system will be two long, landscaped creek corridors. An enhanced parkway along Bollinger Canyon Road will provide additional pathways and trails. Sidewalks on streets and off-street trails within the neighborhoods will provide connections between homes. In turn, this internal trail system will be linked to a regional perimeter open space trail network planned through Dougherty Valley.

- **Village Center**

The Village Center is planned at the confluence of the two major creek corridors and major roadways, on the valley floor. It will be a higher density, mixed-use activity center that is pedestrian oriented. This mixed use area will accommodate local shopping facilities, some locally oriented office uses and higher density housing. It will be organized around central public gathering place(s), near to a prominent water feature, perhaps a lake, that is part of the major community park. Buildings in which community activities can occur are planned at the foot of the water feature with a fire station nearby. Community or cultural

facilities and retail in the Village Center will reflect a shared architectural theme which reinforces the identity of the valley.

The Village Center will be bordered by housing to the north and linked to all parts of Dougherty Valley through pedestrian and bike trails along the linear open space system. It is intended not only to serve as a convenient place for local shopping, but to contribute greatly to the social life of the community providing common ground for all residents to get together and socialize. Construction of a rail transit system in the reserved right-of-way would further integrate the Village Center with other parts of the community and region.

- **Streets**

Streets will bind the various elements of the community together. Landscaped Bollinger Canyon Road, Dougherty Road and Windemere Parkway will create major organizing elements for the community, connecting the development areas. Some portions of these roads also will act as buffers to separate development from permanent open space areas. Collector streets will link various neighborhoods and local residential streets will create an attractive setting for the development of individual neighborhoods. Landscaped setbacks with berms and/or low sound walls will be encouraged along all arterials or collector streets instead of high, imposing sound walls, in order to create a friendly and welcoming appearance. A combination of streets of different scales and grid, axial and curving alignments will be permitted to the extent that they respond to the existing terrain and create a well-ordered urban pattern.

All streets will be continuously landscaped. Local streets will be lined by street trees, offering shade, seasonal variety and a desirable neighborhood image. The residential streets will have a positive relationship to adjoining residences by siting a share of the homes so that habitable rooms are closer to the street, de-emphasizing service and storage functions. In this way, the street space will become a friendly, interactive place with gracious transitions between public and private areas provided by the thematic landscaping and screened parking areas.

- **Recreation**

Dougherty Valley will provide opportunities for developmental and diversionary activities while allowing for creativity and relaxation. An integrated system of parks linked together by safe and pleasant pathways will provide a variety of active and passive recreation experiences for all ages and interests. Active uses will be accommodated in the community and neighborhood parks and on school sites where ballfields and other facilities will be provided for baseball, basketball, swimming, tennis and other sports. The regional open space system is accessible to pedestrians, bicyclists and equestrians for exercise, relaxation and environmental appreciation. Some of the area's playfields will function periodically as basins for stormwater retention. An 18-hole golf course is planned in the Coyote Creek area. Another potential golf course location is in the neighborhood immediately south of the Hidden Valley.

- **Open Space**

Open space frames the Dougherty Valley community, providing a strong sculptural edge on high ridges primarily to the east and west but also extending into the center of the valley. To the south, Windemere Parkway creates a buffer between the open space, adjacent development areas and Camp Parks Reserve Forces Training Area. Open space comprises more than 55 percent of each property and of the whole plan area. It provides regional linkages to the south and north, to the Mt. Diablo State Park. A system of creek corridors will traverse the valley floor linking neighborhoods, schools and developed parks through a continuous system of trails.

The Site and Its Context



3. THE SITE AND ITS CONTEXT

a. Introduction

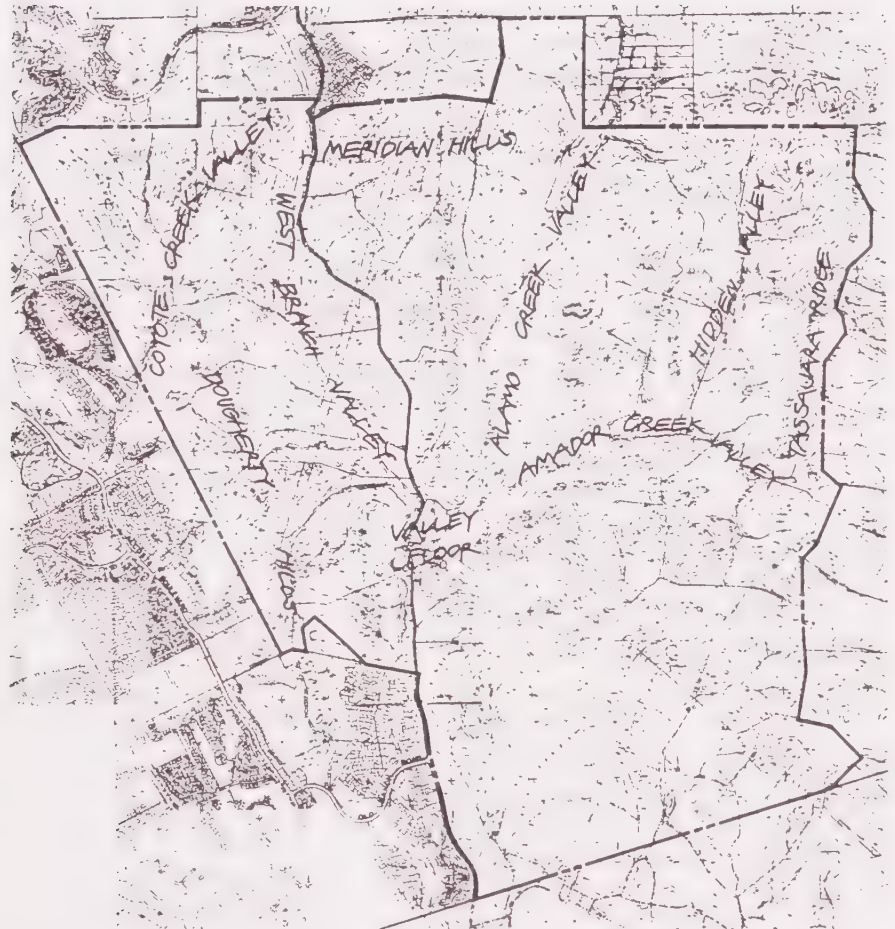
Dougherty Valley encompasses approximately 5,979 acres of land located in south central Contra Costa County, immediately to the north of the Alameda County line and east of the City of San Ramon. It includes land on both sides of Dougherty Road, from Camp Parks on the south to near the Crow Canyon/Dougherty Road intersection on the north. Other than Dougherty Road, no paved roads traverse the site, however, Bollinger Canyon Road extends through the City of San Ramon to near the western plan area boundary, Crow Canyon and Lawrence Roads lie to the north, and Old Ranch Road terminates at Dougherty Road to the southwest (see Figure 1: Site Context).

Dougherty Valley is comprised of lands primarily within the drainage of Alamo Creek as shown in Figure 2: Physical Features. It is bounded by ridges which separate it from San Ramon Valley to the west and Tassajara Valley to the east. While both the San Ramon Valley and Tassajara Valley are essentially linear in character and focused on flat land within the valley floor, Dougherty Valley is characterized by more complex topography and forms a number of smaller housing areas, which together form the diverse but interrelated system described below.

From the top of the major ridge separating San Ramon and Dougherty Valley, one sees undulating hillsides and valleys ranging in elevation from 500 to 1,000 feet, with slopes from 10-20% within the interior of the valley and slopes 20-30% or greater leading up to the major perimeter ridges. The significant ridges and hills of Dougherty Valley interlace to form a scenic backdrop for a community as well as a usable, large regional open space system for recreation for all residents of Contra Costa and Alameda Counties.

The valley is shaped by Coyote Creek, the West and Main branches of Alamo Creek and other minor tributaries draining generally to the south. Intermittent creeks carve the landscape, with drainages that flow for the most part into Alamo Creek. There is relatively little riparian woodland vegetation associated with these minor watercourses.

Continuous cattle grazing over the years has disturbed the creeks, valley floors and hillsides. Consequently, although undeveloped, the site is not environmentally sensitive because of overgrazing and the general lack of both riparian and savannah vegetation. Some areas, such as Hidden Valley, that may have special biological value are not



proposed for development. In these areas, extraordinary mitigation measures are planned including: (a) setting aside acreage in natural habitat and (b) creation of a wetland habitat and associated observation area for educational purposes. Overall, Dougherty Valley appears to be suitable for residential development and the wide range of uses that will define a coherent and attractive community.



Dougherty Valley is centrally located within the region. It is within a mile and a half of both Bishop Ranch and Hacienda Business Parks. It is situated between developed areas in San Ramon to the west, developing areas in East Dublin to the south, the Sycamore Valley and West Branch developments in the City of San Ramon and the Town of Danville to the north. There are major regional parks and permanent open space along its borders. Dougherty Valley is an infill project located between developing areas to the north, west and south and is separated from the agricultural lands to the east by the 800 to 1,000 foot high Tassajara Ridge.

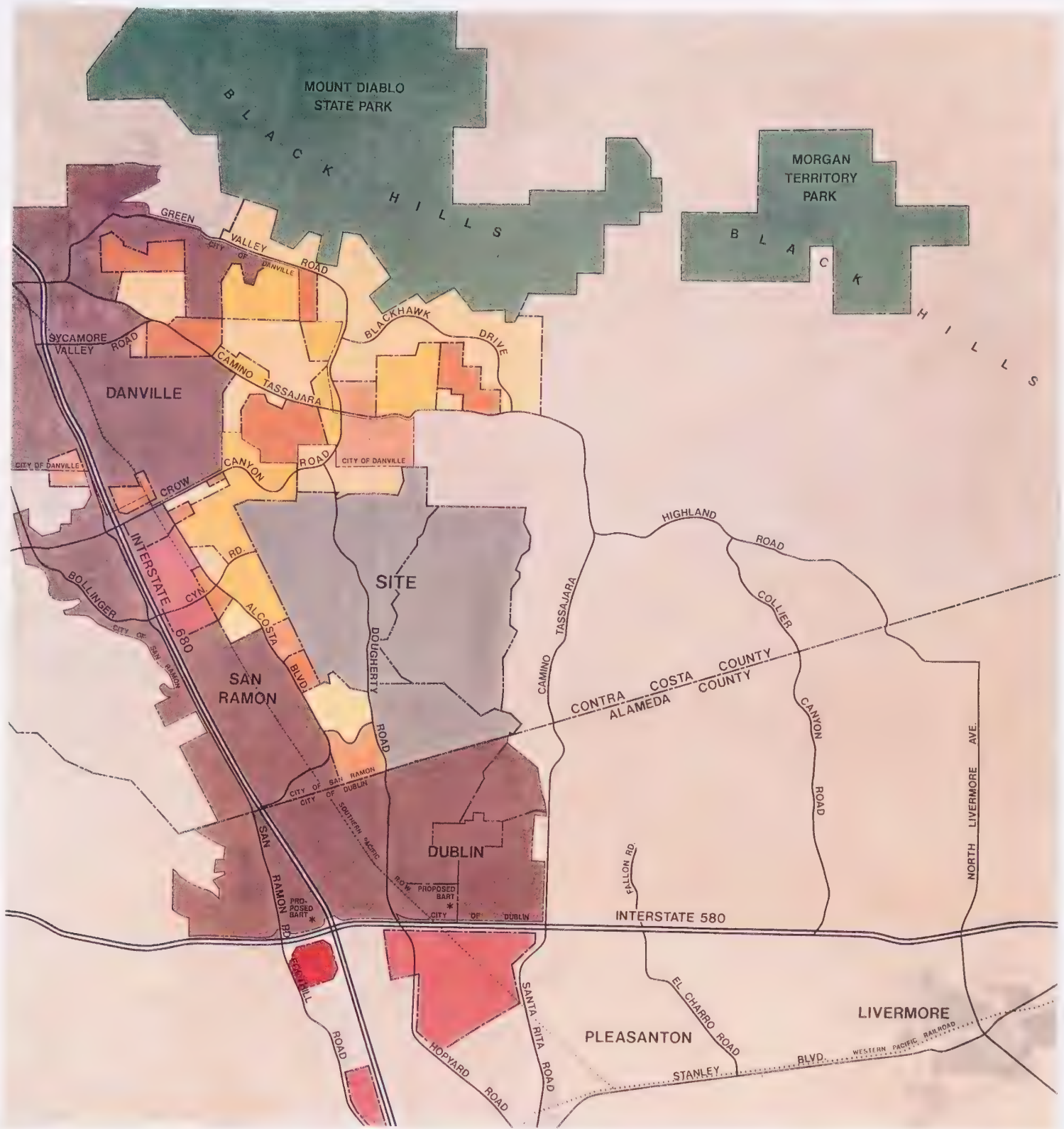
b. Regional Context

Up until recently, the Bay Area was an urban region like many others in the United States. It originally focused around one major city, San Francisco, and later expanded eastward to another major center, Oakland. In the early days of settlement in the region (in the late 1800's), there was very little development in outlying areas beyond the Oakland hills. The few towns which were established in central Contra Costa County focused within resource-rich areas, such as fertile agricultural valleys (Pacheco and Walnut Creek), and in mining areas (such as Clayton on the slopes of Mt. Diablo).




At the same time that bridges were being engineered to span San Francisco Bay, tunnels were being built through the Oakland and Berkeley hills to link Central Contra Costa County to the larger Bay Area. By the early 1900's, the first tunnel was completed through Shepard Canyon and electric railway lines were extended, allowing residents of Lafayette to travel by train to downtown Oakland in forty minutes. Real estate development of central Contra Costa County followed, not only in Lafayette, Orinda and Moraga, but eastward to the community of Diablo. But it was not until 1936-37, with the completion of both the Bay Bridge and the twin bore Caldecott Tunnel, that the valleys to the east of the Oakland/Berkeley hills were opened up to a large scale residential development.

The push to the east came at a time when the costs and conflicts associated with development in the hills were rising. In the 1930's, the voters of Alameda County responded by creating the East Bay Regional Park District. Coming in the middle of the depression, the formation of the District was a remarkable achievement. It followed in the footsteps of the State Park commission, which set aside Mt. Diablo as a public park, and by 1940, the East Bay Regional Park District had secured over 7,000 acres in public parkland in Contra Costa and Alameda Counties. Together with the East Bay Municipal Utility District's watershed lands, these created broad open areas of public land in the hills and ridges of the East Bay.

In the 1930's and early 40's, new development concentrated in the western edges of Contra Costa County near the mouth of the Caldecott Tunnel in the towns of Orinda and Lafayette, but it extended to the south quite rapidly in the 1950's after Orinda, Lafayette, Alamo and Danville joined the East Bay Municipal Utility District and utilities were extended to the flat alluvial valleys. Cities such as Orinda and Lafayette originally looked much like Dougherty Valley does today,



LEGEND

-  RESIDENTIAL DEVELOPMENTS
-  BUSINESS PARK
-  MAJOR SHOPPING CENTER







SITE CONTEXT DOUGHERTY VALLEY



FIGURE 1

PHYSICAL FEATURES DOUGHERTY VALLEY

LEGEND

-  MAJOR RIDGELINES
-  OTHER SIGNIFICANT RIDGELINES
-  SIGNIFICANT CREEKS
-  STOCK PONDS
-  TREES
-  ELEVATION POINT



NOTE: MAJOR RIDGELINES PER
CONTRA COSTA COUNTY GENERAL PLAN.

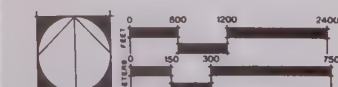


FIGURE 2

but intensive planting in association with community development have helped them to evolve into the wooded, desirable communities that exist today. By the 1960's, the growth that had begun was facilitated by the extension of Highway 24 and Interstate 680 to the San Ramon Valley, as well as enlarging the Caldecott Tunnel. In 1973, the BART line to Concord was completed, further opening up central Contra Costa County to growth.

Very soon after the BART line was completed, residents of central Contra Costa County began to shift their commute patterns. Women joined the labor force, new suburban business centers were initiated such as Bishop Ranch in the late 1970's and more complicated suburban commute patterns replaced the radial connections from suburban areas to one central city.

Today, the Bay Area must be characterized as a complex and diverse region. As Figure 3: Regional Growth illustrates, instead of one central city, myriad newer communities have developed into sizable employment centers, rivaling San Francisco and Oakland for particular types of office and industrial uses. San Ramon and Pleasanton exemplify this. Besides employment sites throughout the Tri-Valley area, there are now approximately 25,000 people employed at Bishop Ranch in San Ramon and the Hacienda Business Park in nearby Pleasanton and there are plans for 65,000 workers at buildout. Nearby Lawrence Livermore Laboratories also employs a large number of Contra Costa County residents.

Within the past ten years, 8,000 dwelling units were approved by local jurisdictions in the areas surrounding Dougherty Valley to the north, south and west. In addition, another 15,000 to 20,000 units are being discussed for the East Dublin Planning Area to the south. Canyon Lakes and Deer Ridge to the west, West Branch and Live Oak to the north and Bent Creek, Ponderosa and Old Ranch Estates projects to the south, are all nearby neighborhoods. In Canyon Lakes, there are a variety of unit types with densities (net of open space) which are generally higher density than the predominantly single family developments nearby. The closest large scale community is Blackhawk, with over 2,000 units located on 4,200 acres to the north of Camino Tassajara. The eastern edge of Dougherty Valley is bounded by large rural lots which are accessed from Camino Tassajara.

c. Historical Overview and Existing Uses

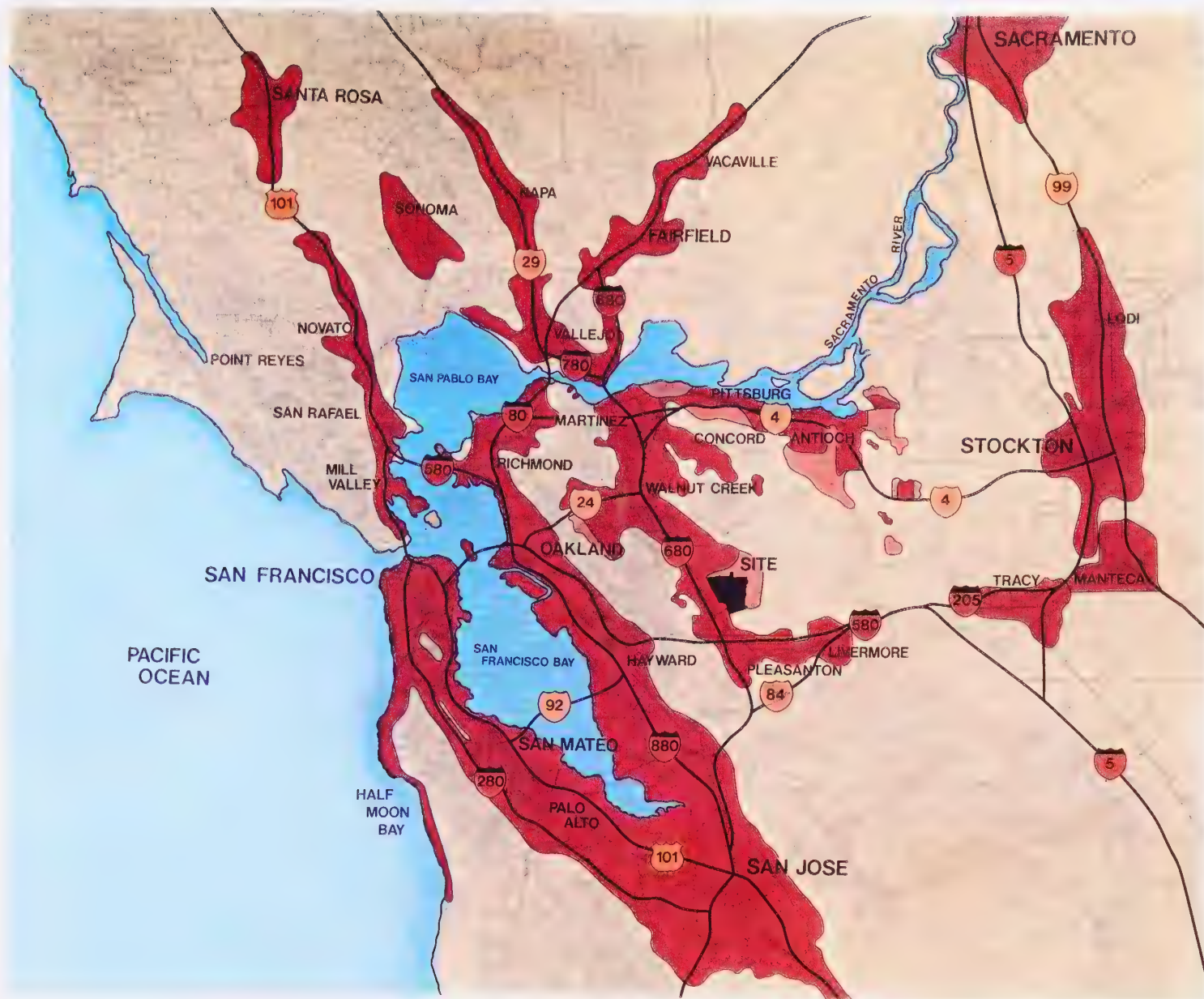
Dougherty Valley has been in continuous use for cattle grazing and dry wheat farming since Spanish secularization of the landscape in the early 1800's. Originally a part of Rancho San Ramon which encompassed some 18,000 acres of land north of Dublin and was administered by Jose Maria Amador, the land was sold to J.W. Dougherty in the middle 1800's. The Dougherty Estate was later acquired by two judges, Gale and Gumpert. Today, the land which comprises Dougherty Valley is owned by Shapell Industries (Gale Ranch), Windemere Ranch Properties (Gumpert Ranch), and the southerly portion to the Alameda County line is within the Camp Parks Reserve Forces Training Area facility owned by the U.S. Army.

Agricultural practices in Dougherty Valley have generally remained the same over the past several decades. Today, the privately-owned land is leased to ranchers, who run cattle there on a seasonal basis. The only existing buildings located on the property are at the ranch headquarters on the Gale Ranch in the southerly end of the valley. This area, together with its adjacent corrals, continues to serve as a staging area for ranching operations. In the southerly portion of the site, Camp Parks is a part of a larger Army facility extending across the County line into Alameda County. It is used to train Army reserves.

d. Market Context

A market analysis of the Tri-Valley conducted at the outset of the planning process, identified a strong demand for housing units in Dougherty Valley, at all price ranges from \$120,000 to above \$500,000. Current development trends in the Tri-Valley area revealed a large inventory of units priced above \$400,000, which are affordable only to a small segment of the potential market. In 1991, only an estimated 14 percent of Tri-Valley area households would be able to afford a new home priced above \$250,000.

Due to sustained population and employment growth and recognizing the valley's centrality and proximity to workplaces, strong demand for all housing types and in particular, affordable housing, in the Tri-Valley area can be expected to continue. Based on market projections, it is estimated that Dougherty Valley could support 11,000 dwelling units by the year 2010, including the full range of detached, attached and rental units. The market absorption for the Dougherty Valley development could be accelerated based upon the development of a



LEGEND

- PLANNED URBAN AREAS
PER CONTRA COSTA COUNTY GENERAL PLAN IN THAT COUNTY
- CONTRA COSTA COUNTY - LANDS
WITHIN URBAN LIMIT LINE

REGIONAL GROWTH DOUGHERTY VALLEY

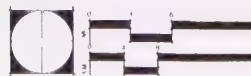
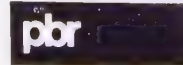


FIGURE 3



master plan concept and the inclusion of amenities, as well as affordable housing and the development of an active adult community. Retail uses which serve the planned residential development could also be supported. Up to 380,000 square feet of retail uses could be supported, based on an assumed buildout population of approximately 29,000 people.

e. Public Policy Context

Dougherty Valley currently lies entirely within the unincorporated area of Contra Costa County. It is unique, having three landholders who control several thousand acres of land and being immediately adjacent to the urbanized areas of the San Ramon Valley (see Figure 4: Ownership and Easements). With development located on the north, west and south sides, this property provides an opportunity to create a unique community which provides a range of housing opportunities to serve the job markets of Bishop Ranch or the Hacienda Business Park, while maintaining compatibility to the adjacent residential fabric. This may be the last major infill opportunity of this type left in Contra Costa County.

Dougherty Valley is contiguous to the corporate limits of the Town of Danville and the corporate limits of the City of San Ramon. Historically, the Contra Costa County General Plan has designated Dougherty Valley for agricultural uses; however, the Dougherty and neighboring Tassajara Valleys have been included within the voter-approved County Urban Limit Line, indicating potential for the development of the valleys, to accommodate the demand for housing and other urban uses. The site is within the City of San Ramon's Planning Area but not its Sphere of Influence. San Ramon has envisioned Dougherty Valley as a predominantly residential community that would round out and complement existing development patterns.

From a regional planning perspective, the policy issue of greatest concern has revolved around the designation of an urban limit line that would define the limit of urban expansion for the region, thereby reducing the pressure for urbanization of outlying agricultural and open space land. In November, 1990, Contra Costa County voters adopted Measure "C", an ordinance which established an Urban Limit Line delineating the Contra Costa County 65/35 Land Preservation Plan border. This Urban Limit Line restricts urban development to 35% of the land in the County, while preserving 65% for open space, agriculture, wetlands, parks and other non-urban uses. The Urban Limit Line set a boundary within which the future development of the

County would be maintained through 2010. The purpose of the Urban Limit Line and Measure "C" is to strike a balance between the preservation and conservation of open space, wetlands, parks, hillsides and ridges while making decent, safe, affordable housing available within close proximity to employment centers. This measure is consistent with a larger, regional Tri-Valley area planning vision of creating a jobs/housing balance while encouraging higher density, more concentrated development to support more financially feasible implementation of public transit systems.

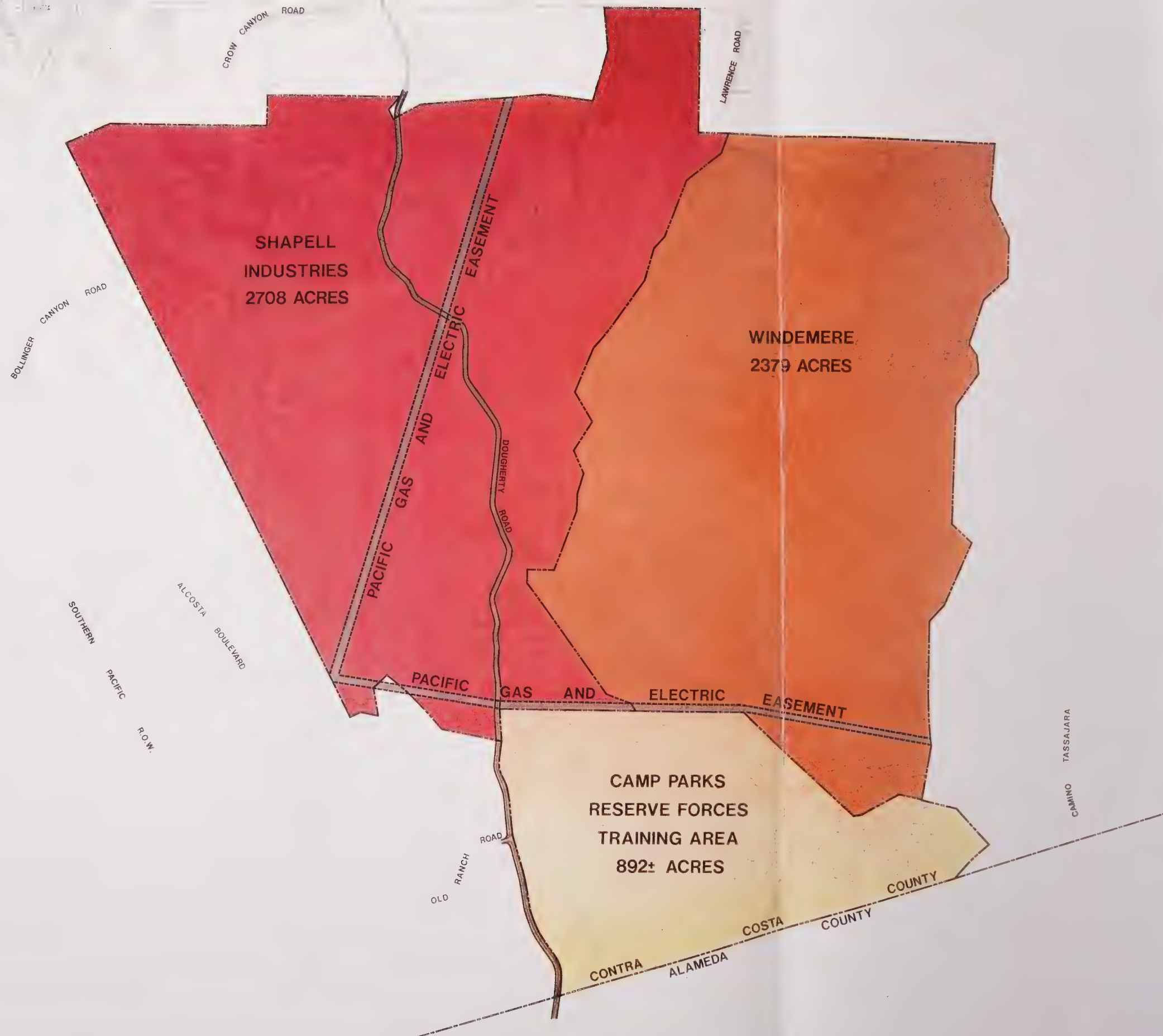
The Dougherty Valley Plan is consistent and supportive of these ideas, by proposing a mixed use project capable of supporting housing located in close proximity to employment centers and by maintaining over 55% of the project area in open space, parks and recreation uses.

This plan appears to be in keeping with the policy recommendations of various organizations, such as the Greenbelt Alliance, Bay Vision 2020, Sierra Club and Bay Area Council, in creating a jobs/housing balance in the region.

OWNERSHIP AND EASEMENTS DOUGHERTY VALLEY

LEGEND

- SHAPELL INDUSTRIES
- WINDEMERE
- CAMP PARKS
- PACIFIC GAS & ELECTRIC
(EASEMENTS NOT SHOWN TO SCALE)



NOTE: GROSS ACREAGE IS NOT BASED ON ENGINEERING SURVEYS.
ACREAGE DOES NOT REFLECT PROPOSED LAND TRANSFER.

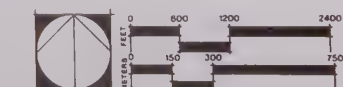
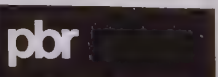


FIGURE 4



MARCH 20, 1992

Land Use



4. LAND USE

a. Introduction

The Land Use Chapter of the Specific Plan defines the overall program and pattern for development and conservation of Dougherty Valley. It describes the specific land uses planned for Dougherty Valley and the policies which will structure the type, extent and intensity of future development. The organization or pattern of development is also addressed.

Dougherty Valley will develop as a cluster of residential neighborhoods supported by retail and community services and surrounded by creek corridors and/or open space. Neighborhood will contain a variety of housing types derived from a range of permitted residential categories, which will allow for homes ranging from standard lot single family dwellings to higher density housing. Each residential area carries a density designation which ensures that not more than 11,000 homes will be built in the valley. Commercial and retail uses are accommodated in the Village Center and in other strategic locations in the community.

Overall, the Dougherty Valley planning area, including Camp Parks, comprises an area of approximately nine square miles. New development of up to 11,000 new homes within Dougherty Valley would provide for a new residential community of approximately 29,000 people, resulting in an overall population density of approximately 3,100 people per square mile at buildout. To place this in context of other Bay Area communities, this would make the density of the developed areas of Dougherty Valley equivalent to San Ramon and approximately one-third that of Berkeley, one-half that of San Mateo, but about double that of Atherton and Orinda (*Census of Population, 1990*).

The intent of the Plan is to encourage a mix of higher and lower densities within each neighborhood while respecting the overall proposed plan buildout of 11,000 units. Thus, residential areas are shown on the plan with target densities which would yield not more than 11,000 housing units. Ultimate density within each residential area will also be based upon such factors as geologic safety, economic feasibility, views and visual appearance, the design integrity of the proposed project and its fit within the larger concept for the valley as

a whole, as defined in the Dougherty Valley Community Design Guidelines.

Land Use Goal: *Establish an attractive residential community that complements surrounding communities including Danville and San Ramon and responds to regional conservation and development opportunities.*

The plan calls for the development of a new community with residential neighborhoods clustered throughout the valley as Figure 5: Land Use shows. The community will be organized around a constellation of parks and schools which provide focus and identity at the neighborhood scale, and creekside park corridors that link neighborhoods and encourage movement along a community wide trail system, by foot, bicycle and horseback.

A pedestrian-scaled Village Center is planned central to Dougherty Valley. The Village Center will help to serve the new community's shopping needs. A narrow tree-lined street would offer rows of shops and sidewalks for window shopping. Activities on ground level floors of buildings could contribute to the street scene. It could also be a center for recreation, entertainment and civic activities. With plazas and a performance area it could function as a social gathering place for the residents of Dougherty Valley and surrounding communities.

Large regional open space areas on the site and surrounding the community will be preserved as permanent open space, providing unique identity and a strong sense of place for residents as well as region-serving parks and open space. All of these plan elements will be arranged on the land owned by Shapell Industries and Windemere Ranch Partners. The portion of Camp Parks that lies within Contra Costa County is included in this Specific Plan although its current military uses may continue for the foreseeable future.

Policy LU-1: *Organize the community into a series of neighborhoods which are distinctive in character and shaped by the landscape.*

The extent and intensity of land uses set forth in the plan reflect the natural characteristics of the site. The undulating nature of Dougherty Valley supports the creation of a series of distinctly identifiable neighborhoods which respond to the surrounding topography. Each neighborhood will contain a variety of residential housing areas which vary by density and design. Generally however, lower density residential uses will be on the perimeter where more difficult

topography warrants less intensive land uses. Medium and medium high density uses will be located primarily in the flatter, more central portions of the site, strategically located along the creek corridor pathway system. The highest density residential uses will be located on the valley floor in and around the mixed use area in the Village Center, nearer multiple modes of transportation and public recreation sites. All of the proposed land uses are defined in the sections that follow. Abbreviated land use plan designations follow each topic heading.

b. Residential (SVL, SL, SM, SH, ML, MM, MH)

Dougherty Valley has been planned to accommodate 11,000 new homes. In keeping with the overall land use plan concepts explained previously, each residential area is designated for a particular residential density. These suggest that denser neighborhoods should be in the center of the site and less dense neighborhoods should be on the perimeter. Accomplishing this would result in a desirable integration of lifestyles in Dougherty Valley.

However, the density designations do not limit the variety of residential densities that can be built in any given location. They are targets, such that a full range of residential housing types -- from low to high density -- could be built in a given area with the average density being within the designated range. For example, housing ranging from 0.8 dwelling units per acre (DU/AC) to 24.0 DU/AC could be built in an area designated for Single Family Residential Medium Density (SM), or 3.0 - 4.9 DU/AC, and the average density in that area could be 4.5 DU/AC. This encourages the use of the widest feasible range of housing types in each neighborhood to achieve household diversity and to offer homes to the widest possible range of incomes. It also allows for the transfer of housing units from one residential area to central residential receiver sites, as described in Chapter 5: Housing Characteristics. By meeting this criterion as well, the housing developed in Dougherty Valley would indeed achieve the intent of the Plan.

Following is a list of the range of housing densities permitted in the plan, with an indication of the types of housing associated with each density. The density categories are drawn from the Contra Costa County General Plan. Several of them are not shown on the plan as they do not serve as density targets. Nonetheless, they are permitted in order to achieve the targeted densities and housing diversity. The net acreage is derived by applying the gross-to-net factor in the Contra Costa County General Plan.

- **Single Family Very Low Density Residential (SVL)**
This category includes residential uses that are developed up to 0.9 units per net acre. This designation primarily allows for single family homes and appropriate accessory structures, consistent with a more rural lifestyle.
- **Single Family Low Density Residential (SL)**
This designation includes residential uses within a density range of 1.0 to 2.9 dwelling units per net acre. Sites as large as one acre and larger may be allowed if unique environmental characteristics of a parcel dictate. The housing in this category would consist of detached single family homes and their accessory structures.
- **Single Family Medium Density Residential (SM)**
This designation includes residential uses developed within a density range of 3.0 to 4.9 dwelling units per net acre. Typical housing types in this category might include medium and smaller lot single family detached homes and larger townhouses.
- **Single Family High Density Residential (SH)**
This designation permits housing densities within a range of 5.0 to 7.2 dwelling units per net acre. Parcels may be up to 8,729 feet for single family detached homes, but may also include attached single family units such as duplexes or duets.
- **Multiple Family Low Density Residential (ML)**
This category includes residential uses developed within a density range of 7.3 to 11.9 dwelling units per net acre. Housing types could range from small lot single family detached homes to attached townhouses to multiple family flats and townhouse over flat units.

- **Multiple Family Medium Density Residential (MM)**
This category includes residential uses with a density range of 12.0 to 20.9 dwelling units per net acre. These will be built in and around the Village Center. Housing types may include rental apartments, condominium flats, multiple family residences, such as townhouses and stacked flats, and various forms of senior housing.
- **Multiple Family High Density Residential (MH)**
This category includes residential uses within a density range of 21.0 to 29.9 dwelling units per net acre. Typical housing types include rental apartments, condominium flats, single room occupancy, multiple family, flat-over-flat units and various forms of senior housing.

***Policy LU-2:** Provide for predominantly residential uses within Dougherty Valley with complementary supporting uses such as public facilities, commercial uses, schools and parks.*

Residential development planned in Dougherty Valley responds to the housing needs generated by employees in the Tri-Valley region and helps improve the local and regional jobs/housing balance. Dougherty Valley is situated in close proximity to two major employment centers, Bishop Ranch in San Ramon and Hacienda Business Park in Pleasanton. Another employment center is currently in the planning stages in East Dublin. In addition, hundreds of other companies offer employment opportunities throughout the Tri-Valley area.

While employment opportunities strengthen the County's economic base, residential development in Dougherty Valley will increase opportunities for residents to work near their homes. A jobs/housing balance will offer significant reductions in commute times and increases opportunities for non-vehicular transportation, thereby reducing related air quality impacts. Living and working in close proximity will provide more opportunity for the creative use of leisure time to afford the new residents individual lifestyle choices.

**TABLE 1:
DOUGHERTY VALLEY
LAND USE PROGRAM**

(Assumes Maximum 11,000 Dwelling Units)

Gross Acres (DU/Gross Acres) By Owner				
Land Use	Windemere	Shapell	Camp Parks	Total Acres
SM	765 (2,794 DU)	558 (2,548 DU)		1,323 (5,342 DU)
ML		608 (3,082 DU)		608 (3,082 DU)
MH	303 (2,176 DU)			303 (2,176 DU)
MU (Village Center)	10 (200 DU)	10 (200 DU)		20 (400 DU)
Residential	1,078 AC (5,170 DU)	1,176 AC (5,830 DU)		2,254 AC (11,000 DU)
C	7	7		14
MU (Village Center)	15	19		34
Non-Residential	22 AC	26 AC		48 AC
Schools	85	35		120 AC
Religious Institutions	13	3		16 AC
Comm. College			150	150 AC
Public/ Semi-Public	98 AC	38 AC	150 AC	286 AC
Creek Corridors	70	147		217
Staging Area	6	3		9
Community Park	15	57		72
Golf		200		200
Unimproved Open Space	1,054	99	705	2,738
Open Space/ Parks & Rec.	1,145 AC	1,386 AC	705 AC	3,236 AC
Major Roads	73	83		156 AC
Total Gross Acres	2,416 AC	2,708 AC	855 AC	5,979 AC

Note: Open Space/Parks & Rec. total does not include School/Playing Fields, Neighborhood Parks, Pocket Parks and Tot Lot acreage or other improved open space within residential areas.

Note: This table does reflect land transfer acreage.

Source: PBR, March, 1992

LAND USE

DOUGHERTY VALLEY

LEGEND

- SM SINGLE FAMILY MEDIUM DENSITY RESIDENTIAL
- ML MULTIPLE FAMILY LOW DENSITY RESIDENTIAL
- MH MULTIPLE FAMILY HIGH DENSITY RESIDENTIAL
- C COMMERCIAL
- MU MIXED USE VILLAGE CENTER INCLUDES MULTIPLE FAMILY MEDIUM DENSITY RESIDENTIAL
- P/SP PUBLIC/SEMI-PUBLIC COMMUNITY COLLEGE; ELEMENTARY, MIDDLE, HIGH SCHOOLS; OTHER
- PR PARKS AND RECREATION
- OS OPEN SPACE
- PRIMARY ROADS

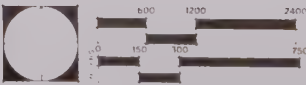


FIGURE 5
pbr

Policy LU-3: Structure residential neighborhoods around focal uses, such as community facilities and recreational uses, to provide identity to individual Dougherty Valley neighborhoods and centers for neighborhood activity.

Schools, parks and/or recreational uses will be conveniently located in each Dougherty Valley neighborhood to ensure that these opportunities are within walking distance of all new residences. These will create a public gathering place for neighbors to meet and socialize on an informal basis. Where feasible, neighborhood swimming pools or exercise areas are encouraged to facilitate daily life and animate the core of each neighborhood.

c. Mixed Use (MU)

A mixed use designation is called for in the Village Center. This will be a higher intensity district with a fine grained mix of uses including retail, office, multiple family residential, recreational and civic uses. The mixture of uses within a structure (e.g., office or residential above retail), is encouraged within the Village Center district. In the Village Center, residential densities will be a minimum of 20.0 dwelling units per net acre. Densities in this area may be greater as a result of density transfers from other housing areas.

Policy LU-4: Focus higher intensity uses within the flatter portion of the valley and within the Village Center.

Higher intensity land uses are planned in and around the Village Center, around the confluence of the main branches of Alamo Creek. In this area, the topography is generally more level and well-suited for higher density housing and commercial uses. The provision for transit along the extension of Bollinger Canyon Road and the proximity to shopping and jobs in the Village Center and open space along the creek corridors and in the large Community Park makes the area appropriate for high density uses. (See Chapter 10: Community Design.)

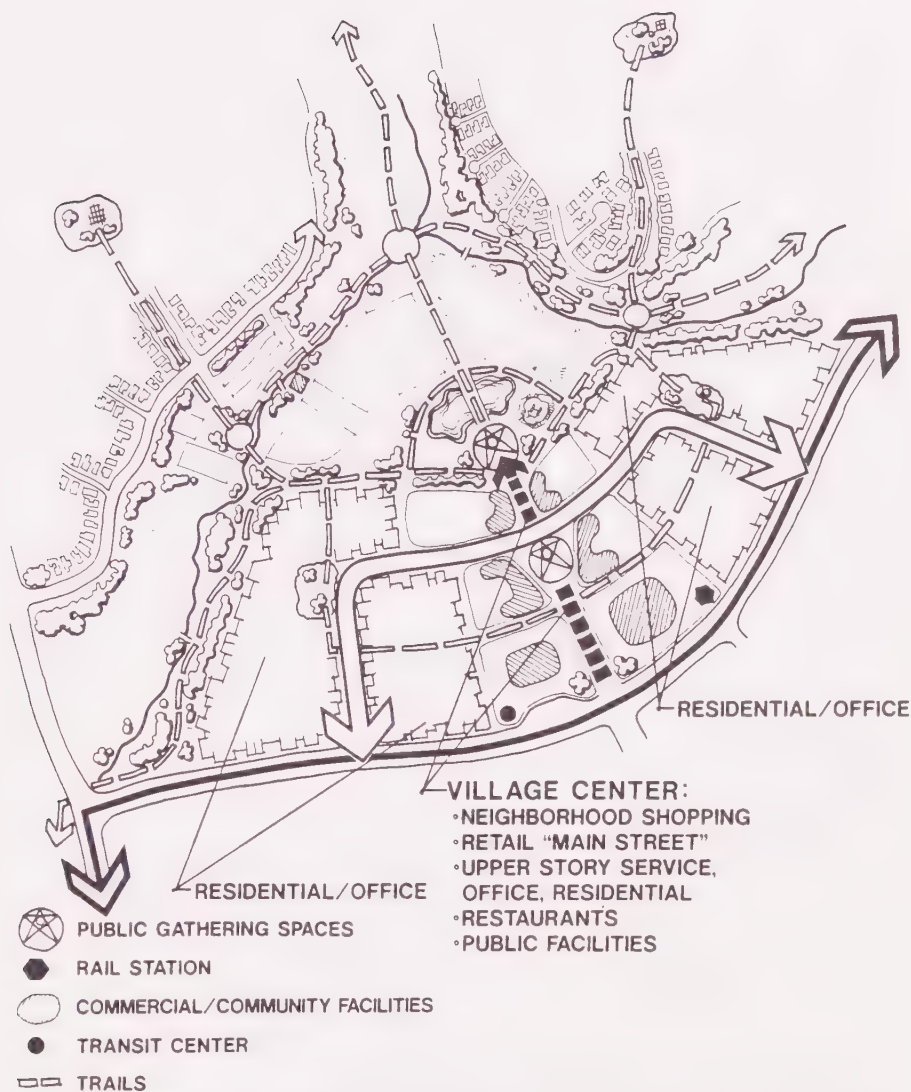
This mixture of uses in the Village Center creates an environment which is a vital and interesting place. This can include approximately 380,000 square feet of neighborhood serving retail, community-serving retail, service office and civic uses, in addition to a 72-acre community park and at least 400 units of high density housing. These estimates of the development program for the Village Center are offered to suggest the magnitude and potential for significant retail, office,

housing and public uses. An appropriate development program for the Village Center will be developed prior to approvals to build it as set forth in Chapter 13: Implementation. The accompanying structure diagram suggests a framework of public spaces and rights-of-way that can respond to future private initiative.

***Policy LU-5:** Establish a pedestrian-oriented Village Center which serves as the focal point for community gatherings and activity center for the Dougherty Valley community.*

A mixed-use Village Center, with a combination of high-density residential, local serving retail and office uses, civic uses, parks, plazas and open space, is planned as the heart of the Dougherty Valley community. Like the Main Street commercial districts of traditional American small towns, the Village Center is designed for the pedestrian, but also allows convenient auto access and parking for myriad activities.

As the primary gathering place for the Dougherty Valley community, the Village Center is located at an important community crossroad, where pedestrian, vehicular and transit linkages converge. In the Village Center, mixed-use commercial buildings will be clustered in a compact grid pattern shared by higher density residential development. Small scale shops will be located along the ground floor, with office or residential uses located above. Civic uses including a community center, senior center, library, fire station and a sheriff substation are planned along the park edge of the Village Center. A common architectural theme will knit the varied public facilities and places together, along with signage and landscape features similar in character. The entire Village Center is anchored by the community park and potentially, a future rail transit station. Should the need arise for other civic buildings, they could suitably be located in the Village Center.



Note: This graphic is an example only and should not be interpreted literally. Other solutions may be proposed during the Village Center Plan approval process.

Policy LU-6: *Take measures to ensure a viable mixture of retail, civic, office, higher density residential, recreational and transit uses within the Village Center.*

The Village Center is envisioned to include a number of programmed seasonal events for leisure and sports activities such as jazz festivals, plays, concerts, dance, music and sport competitions and facilities for travelling troupes or tours to set up and perform. This area is also envisioned to provide shopping and strolling opportunities by combining park area closely adjacent to shops and restaurants, all within easy walking distance of the higher density residential areas. The central, higher density nature of the Village Center warrants the incorporation of a major transit center to facilitate access for residents

and visitors in the event rail transit can be extended through the valley. The design of the Village Center will be determined by public needs, the Dougherty Valley Community Design Guidelines and retail economics.

**TABLE 2:
DOUGHERTY VALLEY
MIXED USE VILLAGE CENTER
POTENTIAL LAND USES**

Use	Typical Tenants
Neighborhood Retail	Supermarket; Drug Store
Community Retail	Home Improvement; Cinema; Restaurants
Service Office	Banks; Insurance, Travel Agencies
Office*	"Autonomous" User*
Residential	Higher Density Housing

* The large office user will be permitted in the Village Center although near- and mid-range market projections suggest it is unlikely. Changes in the traditional pattern of workplace locations may be necessary before it would occur.

Source: PBR, March, 1992

Policy LU-7: Allow the Village Center to be developed intensively in the future with provisions for shared parking.

The plan for Dougherty Valley allows for multi-story mixed use in the Village Center. Multi-story housing with ground-floor retail could be built here, creating a place with animated daytime and evening populations. As the community develops, it may be desirable to intensify the retail, small office or housing development within the Village Center, through the addition of floor area and structured parking. Market projections prepared as part of the specific plan process indicate that up to 380,000 square feet of retail/office/civic uses could be supported in Dougherty Valley. There is adequate acreage for a larger (300,000 square foot) office user(s), substantially more housing or larger scale civic uses. As noted in Chapter 5: Housing Characteristics, the Village Center is one of the key receiver sites for housing units that are not built elsewhere in the valley. This may create a "bank" of housing units that can be built in the Village Center allowing for a dense, urban development to occur here.

Policy LU-8: Prepare a Village Center plan and program which integrates the mix of uses and assures a unified development effort among property owners.

The Village Center land is almost equally owned by Shapell Industries and Windemere and is the commonly shared center of Dougherty Valley. Design and construction of any portion of the center is to be done in accordance with an approved Village Center plan which defines key aspects of the center including: the street system and gateways, parcelization; public areas and pathways; building setbacks; height, bulk and massing and general character of the architecture, landscape and public art requirements.

d. Commercial (C)

Policy LU-9: Provide for development of small support retail uses convenient to residential neighborhoods.

In addition to the retail uses planned in the Village Center, the Specific Plan provides for the development of two smaller convenience retail centers elsewhere in the community. Located near planned pedestrian routes and transit stops, the sites are intended for convenience stores, pet shops, pharmacies, automotive support uses and similar scale uses. These may become the future site of advanced work-related technologies such as telecommuting centers. To ensure the vitality and primacy of the Village Center, an average of 10,000 square feet of retail per acre is suggested. However, these sites could, as time goes by, become intensely developed, residential/mixed use transit stops.

e. Public/Semi-Public (P/SP)

This category includes public and institutional uses, such as schools, public offices, fire stations, sheriff substations and libraries. It also includes public transportation corridors and privately owned transportation and utility corridors such as railroads, transmission lines and pipelines. Figure 5: Land Use shows the proposed locations for schools (also see Chapter 8: Community Facilities). Other public/semi-public uses such as a library or fire station would occupy land in the Village Center. Their precise location are subject to subsequent more detailed planning. Their roles are described under Community Facilities in Chapter 8. The major P/SP use, a proposed community college is addressed below.

Policy LU-10: Identify interim and long term land uses for the Camp Parks Reserve Forces Training Area recognizing the presence of military uses and activities compatible with the proposed adjacent community.

Camp Parks carries two land use designations: Public/Semi-Public and Open Space. Both are intended as long term designations. The plan recognizes that there will be continuing military training activities on the Army property. Lands abutting the military property are designated for uses that are compatible with continuing military training.

The approximately 855-acre portion of Camp Parks within Contra Costa County is characterized by a major ridge mass and relatively steep terrain, with the exception of two parcels of land, one of which is a gently sloping site east of Dougherty Road near the county line and the other a valley in the north part of the Army property.

Future land use designations, should the military one day declare these areas excess, would include Open Space for the steeper areas and Public/Semi-Public for the flatter area near the county line. The open space designation for the hills and ridges would complement the easterly ridge open space in the Dougherty Valley and open space to the south in Alameda County. Such a designation would ensure that most of Dougherty Valley would be framed by open space. The Public/Semi-Public designation would allow for future development of a community college or other public facilities.

To provide a clear separation between military and civilian uses a land exchange is proposed to consolidate the military property on the south side of the major arterial roadways at the southern edge of the Windemere property. This land exchange is reflected in all of the plan maps.

f. Open Space/Parks and Recreation (OS,PR)

The open space category includes lands proposed for permanent open space uses (other than public/semi-public) to be reserved for passive recreation and the preservation and restoration of ecological values. Uses and activities allowed in open space areas may include but are not limited to cattle grazing, hiking, bicycling, picnicking and horseback riding. Support facilities for recreation or agriculture, such as staging areas and cattle chutes and utility uses such as water tanks and stormwater drainage basins are also allowed. Some of these lands may be transferred to park and recreation agencies for non-intensive park

uses. Such decisions will occur during review of the Preliminary and/or Final Development Plans for the two properties.

- **Parks and Recreation**

The parks and recreation category encompasses parks to be developed for public or private recreational use. This includes the linear parks along major creek corridors as well as community, neighborhood and "pocket parks". The Parks and Recreation land use category includes recreational facilities held in either public or private ownership which are generally not open for use by the general public. Examples include golf courses, equestrian centers, swimming clubs and small conference centers.

The hierarchy of parks is displayed in Figure 5: Land Use, Figure 17: Community Facilities and Figure 22: Park and Trail Concept. Chapter 8: Community Facilities defines the park system components, and all park characteristics are set forth in Chapter 10: Community Design.

Policy LU-11: Establish public and homeowner's association recreational uses in areas where environmental features can be enjoyed and enhanced by the recreational use.

The Public/Semi-Public, Open Space and Parks and Recreation designations provide potential for the development of land uses which conserve and enhance the environmental qualities of many areas on site, including the Coyote Creek and Hidden Valley areas. In these areas, smaller creek systems and proximity to regional open space areas can provide amenity to recreational uses, while at the same time providing for the enhancement of the environmental values found in these areas. Hidden Valley on Windemere's land and the creek on the northeasterly corner of Shapell's property provide opportunities for education and interpretation of wetland habitat areas. The plan calls for their improvement for these activities.

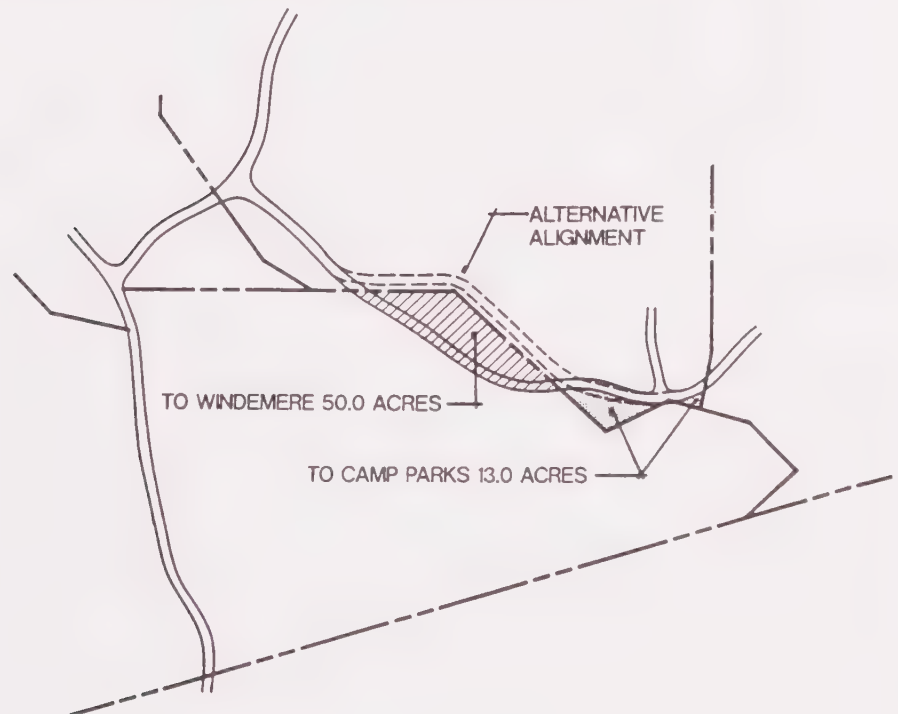
Policy LU-12: Provide for a variety of public and private recreational uses that are accessible to Dougherty Valley residents and visitors.

In addition to the wide range of public recreational facilities and open space areas planned within Dougherty Valley, other uses, such as golf courses, equestrian centers or resort/conference facilities, which address specialized leisure time opportunities can be developed in

Dougherty Valley. These will include facilities such as but not limited to tennis, basketball, baseball, soccer, volleyball and bocce courts.

Policy LU-13: Establish a separation between Camp Parks and the remainder of Dougherty Valley.

The arterial roads planned at the southern portion of the planned residential areas would establish a clear boundary between the Dougherty Valley community and adjoining military uses. The road alignment and property boundary proposed by the Specific Plan (see Chapter 13: Implementation) would require a land exchange between Windemere Ranch Partners and the U.S. Army. Camp Parks adds further definition to Dougherty Valley by establishing a southern boundary to the site at the Contra Costa County line.



Housing Characteristics



5. HOUSING CHARACTERISTICS

a. Introduction

A broad range of housing densities and unit types are allowed within Dougherty Valley in order to meet the diverse housing needs of Contra Costa County and contribute to the overall vitality of the region. The overall density ranges set forth in the plan create a tighter, somewhat more dense residential pattern that conserves large open space areas, provides for a more efficient use of the land, and helps to support transit use.

Housing Goal: Provide a wide range of housing types and densities to meet the diverse needs of all age groups and household sizes.

The Specific Plan provides for the development of a variety of housing types, ranging from single family detached units on large lots to higher density multiple family units as defined in Chapter 4: Land Use. Of the 11,000 proposed units, Shapell will contribute up to 5,830 units and Windemere up to 5,170 units. Within the range of housing types and densities, Shapell and Windemere shall each provide a minimum of 25 percent of its housing affordable to low and moderate income persons as defined in the existing development agreements with Contra Costa County.

Since the Windemere and Shapell properties are proposed to be zoned as Planned Unit Developments (P-1), residential density regulations proposed herein are targets densities (see Figure 6: Housing Densities). The County's Planned Unit Development ordinance provides for flexibility of site design, building massing, setbacks, heights, etc., while ensuring that the total number of housing units and housing densities are consistent with the General Plan. Based on preliminary planning, it appears that the densities noted in the plan are feasible and can result in up to 11,000 housing units. The County may allow, by mutual agreement with the property owners, transfer of housing units from one owner to another.

Based on more detailed site planning, actual numbers and densities of housing units in each housing area will vary. In certain planning areas, based on physical site conditions and market factors, fewer homes may be built. Fewer homes may be built in each area, so long as the overall density in that area is not below the lowest permitted density, e.g., not below 3.0 dwelling units/net acres in the single

family residential - medium density category of 3.0 - 4.9 dwelling units/net acres.

The unbuilt units (i.e., the difference between built units and maximum allowable units) may be transferred to any of the residential receiver areas shown in the following diagram. This encourages accumulation of the largest number of dwellings in the area most likely to be the future urban core of the valley. It also places more homes near transit, parks, retail and community facilities.



b. Housing Mix

Policy H-1: Encourage a fine grain mixture of residential densities within neighborhoods.

New communities are often criticized for appearing too homogeneous and sterile, partially due to the tracts of housing units which are all of the same size, type and appearance. Because of its large size, it is important in Dougherty Valley to introduce mixtures of housing unit types and densities between and within each neighborhood. In addition to enhancing the appearance of an area, a mixture of housing types and densities within a large development area or each neighborhood improves housing choices and the overall affordability of the housing stock.

As explained in Chapter 4: Land Use, the housing mix within neighborhoods is expected to incorporate housing types representing a wide range of the allowable densities. The plan sets forth target densities that can be achieved with diverse housing products so long as other community design criteria are met (see Chapter 10: Community Design).

Policy H-2: Ensure that the majority of the homes in Dougherty Valley are single family residences consistent with the character of surrounding areas.

Contra Costa County is an area which has been traditionally composed of predominantly single family housing. Consistent with the General Plan, new development in Dougherty Valley should reflect the predominantly single family nature of the County. About 60% of the housing stock is expected to be single family detached residences. A wide array of architectural design solutions already exist for single family homes, ranging from large lot (0.2 dwelling units/acre) to zero-lot line homes (12 dwelling units/acre and greater). The innovative design of smaller or more dense single family homes that fit modern lifestyles and household needs are encouraged.

c. Housing Affordability

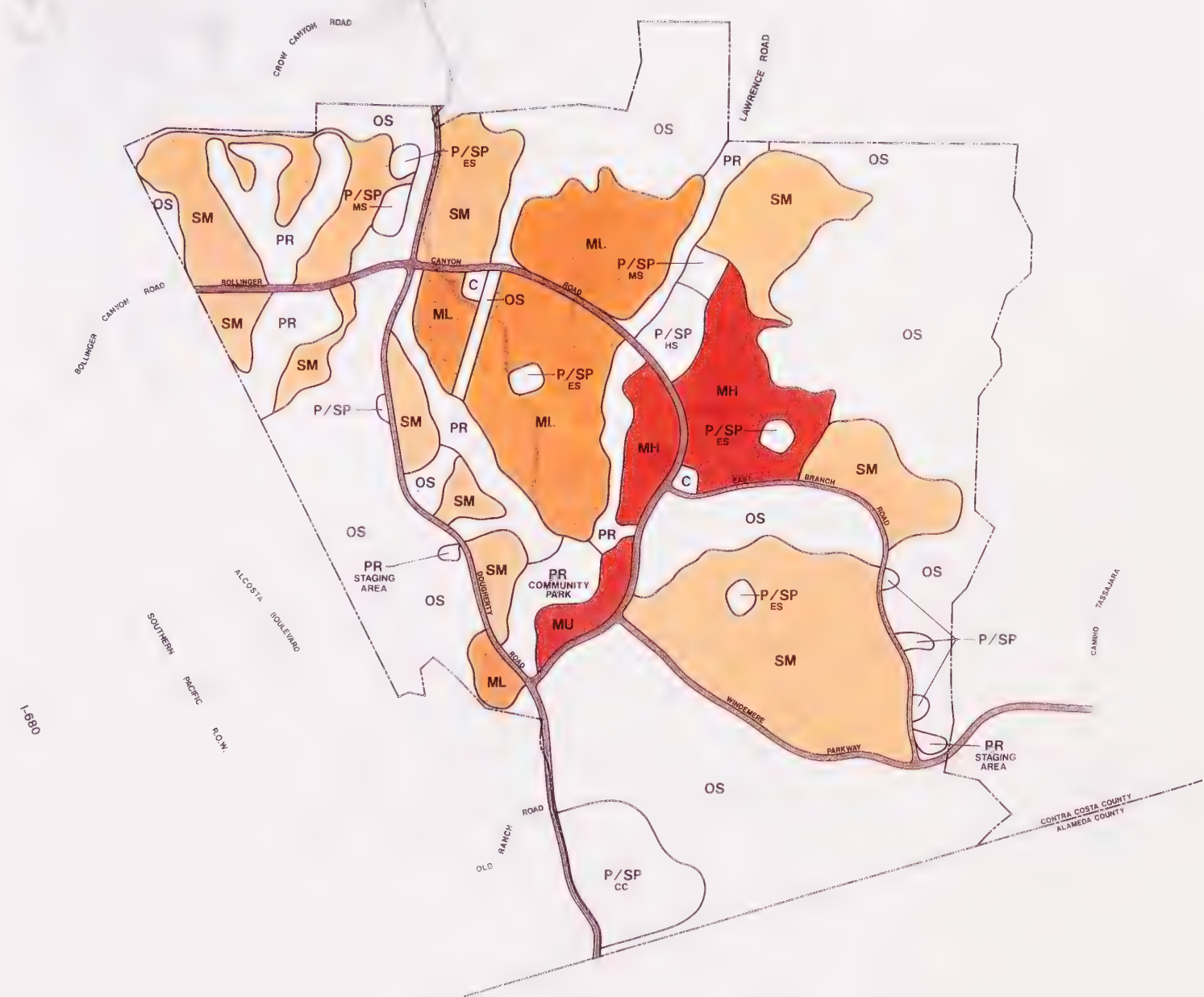
***Policy H-3:** Provide for a strong, affordable single family and multiple family housing program for a wide range of household income levels in Dougherty Valley.*

Housing costs in the Bay Area are among the highest in the nation, owing largely to the strength of the regional economy and a growing disparity between the number of jobs added in the region and the number of housing units built. In recent years, the lack of affordable housing produced in the Bay Area has resulted in a growth pattern which has forced households to locate housing in more and more distant communities and workers to commute longer distances to work. This, in turn, creates significant strains on the regional transportation system and contributes to air quality problems. Economic forecasters observe that, in the long term, the lack of affordable housing in the Bay Area may negatively affect the economy, primarily by providing the incentive for businesses to follow the labor supply, and relocate to areas with lower housing costs.

As a large undeveloped area, Dougherty Valley clearly provides an opportunity to contribute towards the regional need for affordable housing. Affordable housing units will be dispersed throughout Dougherty Valley including the Village Center, to avoid the concentration of affordable units in only one area, and to ensure that the residents of affordable housing receive the same neighborhood amenities as the residents of market rate units. Rental housing will be an important means of fulfilling these needs.

***Policy H-4:** Develop a minimum of 25 percent of all dwelling units as affordable to low and moderate income households as defined by the County.*

The plan for Dougherty Valley responds to the housing goals in the Contra Costa County General Plan, expanding housing opportunities and increasing the supply of affordable housing in Contra Costa County. It provides opportunities for the provision of a variety of housing types within flexible locations to encourage suitable and acceptable home styles for residents of all income levels.

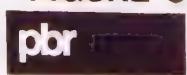
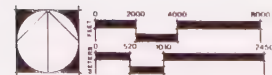


LEGEND

- SM** SINGLE FAMILY MEDIUM DENSITY RESIDENTIAL 3.0 - 4.9 DU/NET AC.
- ML** MULTIPLE FAMILY LOW DENSITY RESIDENTIAL 7.3 - 11.9 DU/NET AC.
- MH** MULTIPLE FAMILY HIGH DENSITY RESIDENTIAL 21.0 - 29.9 DU/NET AC.

HOUSING DENSITIES DOUGHERTY VALLEY

FIGURE 6



Policy H-5: Provide for the development of higher residential densities to increase housing opportunities for diverse income groups.

The Dougherty Valley Specific Plan calls for a variety of housing types, including multi-family housing, smaller lot single family housing and traditional single family housing. The variety of housing types allowed by the plan provides opportunities to develop and maintain affordable housing in Dougherty Valley.

Policy H-6: Encourage the development of innovative single family and multiple family higher density housing which addresses housing affordability needs.

The Dougherty Valley Specific Plan encourages the development of new types of housing solutions. High-density single family housing can be explored that address the need for affordability, help achieve a better jobs/housing balance and encourage stability and long-term commitment to the community.

The proposed range of allowable housing types and densities promotes new opportunities for affordable housing. Innovative higher density single family housing types which offer affordable options for home ownership are encouraged. One example that would be appropriate in Dougherty Valley would be carriage house units that include single family detached units developed in conjunction with second dwelling units (the "carriage" units), over a detached garage. The carriage house provides the homeowner with a rental unit, which in turn can contribute to payment on the main unit, essentially providing two affordable units, one rental and one owner occupied, on one lot. Other innovative types of housing may include residential over retail, single room occupancy units and co-housing. The Community Design Handbook, which accompanies the Specific Plan, establishes the detailed criteria for typical housing types, including setbacks, building envelope and accessory structures.

Policy H-7: Provide for the development of senior housing within Dougherty Valley.

The Bay Area's aging population has expressed a demand for housing tailored to their lifestyles. Senior housing is best located in close proximity to services and amenities such as shopping, commercial services, golf, parks and/or transit. Within Dougherty Valley, there are a variety of suitable locations for senior housing. The Village Center in particular will provide convenient access to a planned senior

center as well as opportunities to use other local amenities and transportation modes. Senior housing is a valuable form of affordable housing, especially for households with fixed incomes.

***Policy H-8:** Encourage and promote owner occupied housing, especially for affordable units.*

The implementation program for the Specific Plan includes a requirement for Preliminary and Final Development Plans in which developers define the overall development concept for residential neighborhoods, each to be defined by a housing program, grading, design character and locations of parks, community facilities and affordable housing. How the required affordable units will be provided and the proposed number of units by County designated income category will be further refined at each review phase.

Circulation



6. CIRCULATION

a. Introduction

The circulation plan for Dougherty Valley addresses both regional and local circulation requirements. Regional access to and from Dougherty Valley will be provided by the extension and improvement of several arterial roads. By providing access in all directions, the circulation system will provide a greater variety of options for circulation within the Tri-Valley area. The internal circulation plan for Dougherty Valley provides direct vehicular access to all sections of the community while protecting the residential character of neighborhoods along local streets. A network of transit, pedestrian, equestrian and bicycle facilities also enhances accessibility within and between neighborhoods. These alternatives reduce reliance on the private automobile for trips within the valley.

As shown on Figure 7: Regional Circulation, regional traffic access to Dougherty Valley is provided by the Interstate 580 (I-580) and Interstate 680 (I-680) freeways. Interstate 580 is an eight-lane east-west freeway about two miles south of Dougherty Valley. It serves Hayward and the East Bay to the west and Livermore and the Central Valley to the east. Interstate 680 is a six-lane freeway running north-south about two miles west of Dougherty Valley. To the north, I-680 provides access to central Contra Costa County; it serves the Amador Valley within Alameda County and Santa Clara County to the south.

There will be four main points of access to Dougherty Valley. Dougherty Road, once improved, will provide two of these access points, as it runs north-south through the eastern portion of the Valley, intersecting with Crow Canyon Road to the north and terminating at an I-580 interchange to the south. The extension of Bollinger Canyon Road easterly from San Ramon will offer access to the western portions of Dougherty Valley. An arterial, Windemere Parkway, will be extended eastward from the site to connect with Camino Tassajara. Camino Tassajara presently terminates at I-580 to the south of Dougherty Valley.

Circulation Goal: Establish a circulation system that creates an adequate major street system while maintaining a residential neighborhood scale street system .

The circulation plan for Dougherty Valley establishes a hierarchy of streets to help motorists distinguish between streets which are used to travel through the community, versus between neighborhoods and streets which are used for local access only. The system includes four standard street sections that are designated as: major arterials, arterials, collector streets and local streets. The street sections, A through H which follow Figure 8: Circulation, illustrate schematically the right-of-way, designated lane widths, non-vehicular routes and landscaped setbacks for each street type. The necessary public utilities easements can be accommodated in each right-of-way. Generally, the major arterials connect Dougherty Valley with the regional circulation system. The arterials provide connections between Dougherty Valley neighborhoods. Collectors provide access into and through individual neighborhoods, while local streets serve only local residential travel within each neighborhood.




The streets are designed to provide for vehicular travel and parking needs as well as transit, bicycle and pedestrian needs. A right-of-way is reserved for potential rail and transit within the median of Bollinger Canyon Road and the portion of Dougherty Road to the south which would connect with the proposed East Dublin/Pleasanton BART line. Arterial and collector streets are designed to provide for bus travel and stops. Using street rights-of-way and open space corridors, a full system of pedestrian, bicycle and equestrian paths provides access to the Village Center, parks, schools and regional open space trails. Bicycle lanes are provided on arterial streets while bicycle routes have been incorporated into the design of collector streets.

b. Internal Circulation System

Three major roads will serve Dougherty Valley, as Figure 8: Circulation illustrates. Dougherty Road will be realigned and reconstructed as a six-lane major arterial street. Bollinger Canyon Road will be extended east from San Ramon, across Dougherty Road as a six-lane arterial street throughout Dougherty Valley with a right-of-way reserved for a potential future rail transit line. Bollinger Canyon Road will function as a parkway connecting Dougherty Valley neighborhoods. The parkway will provide lanes for traffic, bicycles and landscaped pedestrian routes. The right-of-way for potential future rail transit is planned in the median of Bollinger Canyon Road.



LEGEND

-  INTERSTATE HIGHWAY
-  U.S. HIGHWAY
-  STATE HIGHWAY

REGIONAL CIRCULATION DOUGHERTY VALLEY







FIGURE 7



CIRCULATION

DOUGHERTY VALLEY

LEGEND

-  MAJOR ARTERIALS
-  ARTERIALS
-  MAJOR SIGNALIZED INTERSECTIONS
-  KEY TO SECTIONS

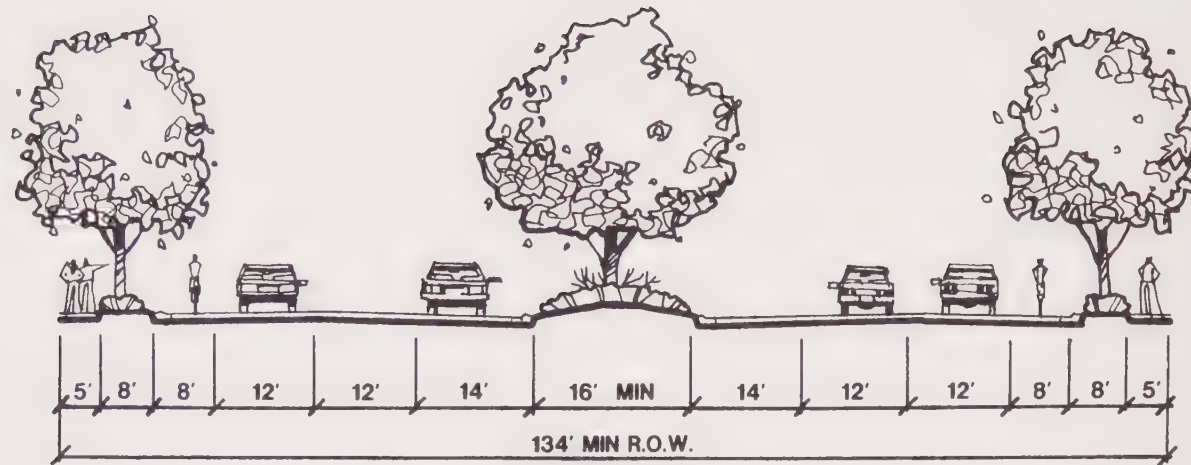


NOTE: COLLECTOR AND LOCAL STREETS ARE NOT SHOWN.



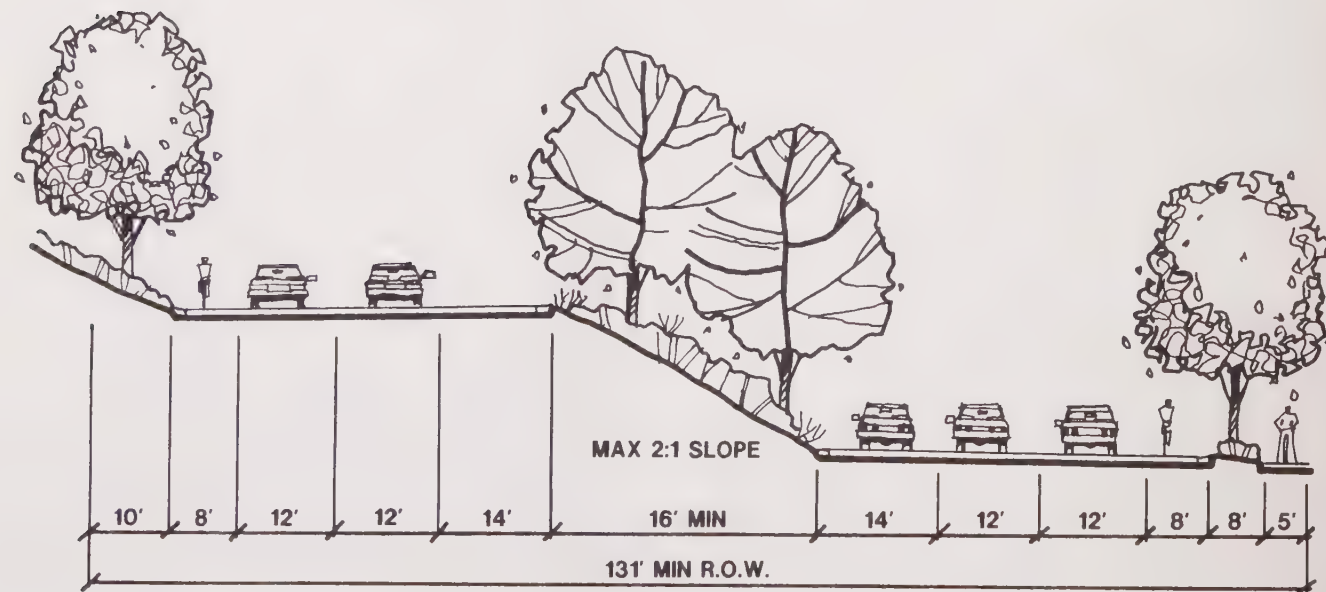
FIGURE 8

STREET SECTIONS (TYPICAL) DOUGHERTY VALLEY



A: DOUGHERTY ROAD

MAJOR ARTERIAL



B: DOUGHERTY ROAD (SPLIT LEVEL)

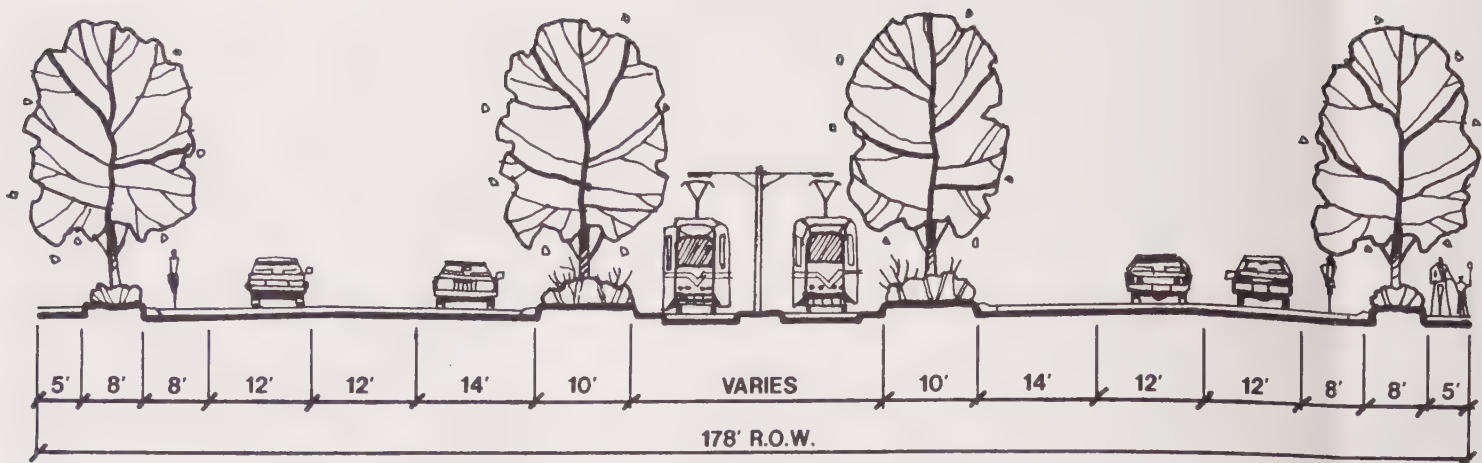
MAJOR ARTERIAL

AT INTERSECTIONS HORIZONTAL AND
VERTICAL SEPARATION IS REDUCED

FIGURE 9

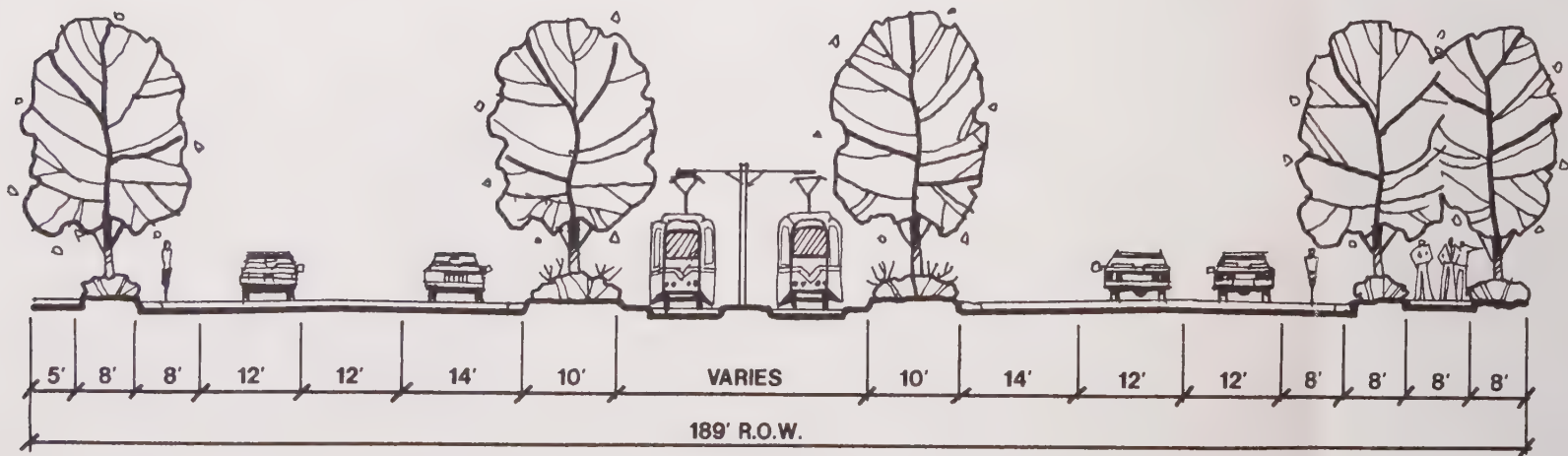
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STREET SECTIONS
(TYPICAL)
DOUGHERTY
VALLEY



C: BOLLINGER CANYON ROAD (WEST OF DOUGHERTY ROAD)
DOUGHERTY ROAD (SOUTHERN SECTION)

MAJOR ARTERIAL



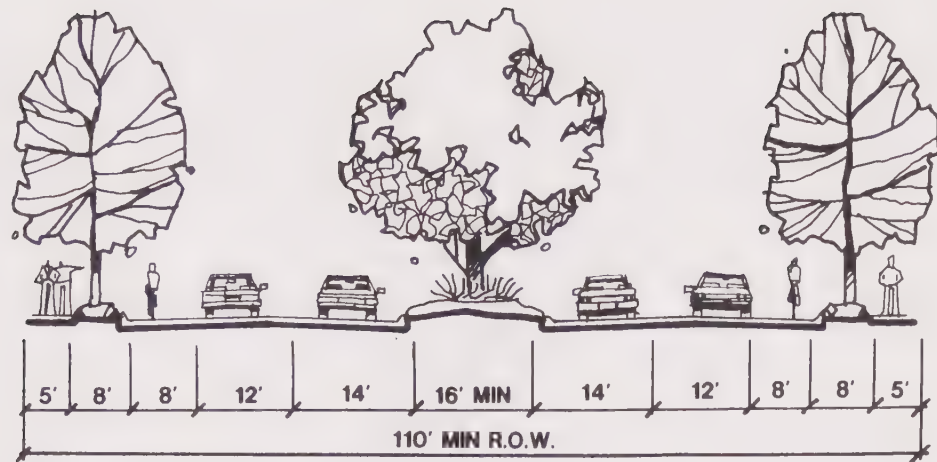
D: BOLLINGER CANYON ROAD (EAST OF DOUGHERTY ROAD)

MAJOR ARTERIAL

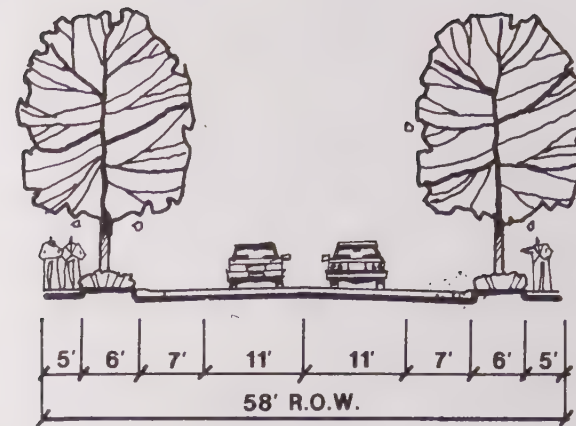
FIGURE 10



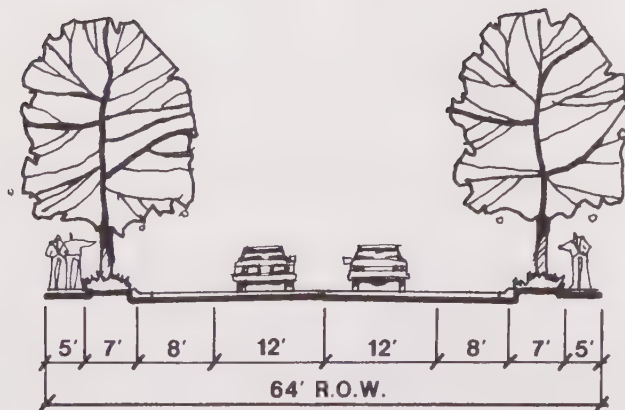
STREET SECTIONS (TYPICAL) DOUGHERTY VALLEY



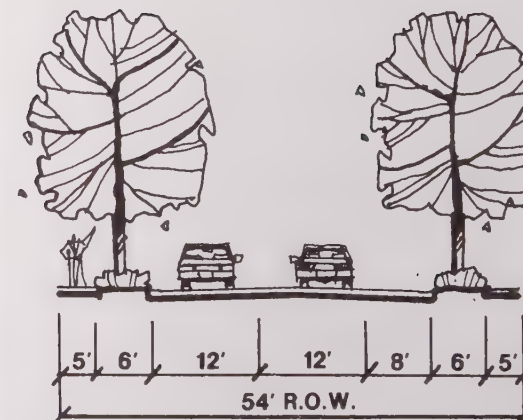
E: WINDEMERE PARKWAY / EAST BRANCH ROAD
ARTERIAL



**G: LOCAL STREET
(DOUBLE LOADED)**
DETACHED RESIDENTIAL AREA



F: COLLECTOR



**H: LOCAL STREET
(SINGLE LOADED)**
DETACHED RESIDENTIAL AREA

Windemere Parkway will connect to Tassajara Road as a four-lane arterial from Bollinger Canyon Road at the Village Center. Its current alignment reflects a potential future transfer of lands between Windemere and Camp Parks Reserved Forces Training Area. Should the transfer not occur as planned, a different alignment which meets the corresponding traffic demands will be employed (see Chapter 13: Implementation regarding an alternative alignment). East Branch Road, as a four-lane arterial, links Bollinger Canyon Road and Windemere Parkway. East Branch Road is presently shown as a four-lane arterial but may be constructed as a two-lane collector based on further analysis of traffic volumes. All arterials and major arterials will include adequate medians for left-turn pockets.

Collector streets connect arterial streets and local neighborhood streets. Intersections of collector streets and arterial streets will be signalized as appropriate. Collector streets will be designed on the basis of County design standards. Intersections of arterials and collectors are to be situated adequate distances from each other to facilitate more efficient, safer flows of traffic. Direct residential access onto collector streets is discouraged (see Figures 9, 10 and 11: Street Sections).

An additional right-of-way is to be reserved on each side of Dougherty Road, Bollinger Canyon Road and Windemere Parkway for a distance from intersections between these roads to allow for right-turn lanes and/or double left-turn lanes as required at intersections.

The design and performance standards for all of the above roadways will be set forth in the Preliminary Development Plan.

Policy C-1: *Develop a circulation network on neighborhood streets that minimizes heavy through-traffic which diminishes the quality of life for residents.*

The street hierarchy within Dougherty Valley is designed to channel the faster, freer flowing traffic volumes along the wider, major arterial streets and discourage through-traffic intrusion into the local neighborhoods. Collector and local streets loop back into their respective neighborhoods, thereby deterring larger arterial traffic volumes in these strictly residential areas.

Policy C-2: Provide local neighborhood streets which discourage through-traffic and high speeds.

Limiting the use of long, wider streets through residential areas, terminating junctions of collector streets and intersections where possible and varying alignments of collectors and local streets will discourage through-traffic within residential neighborhoods (see Figure 11: Street Sections).

The kinds of traffic that are specifically undesirable in residential neighborhoods include traffic using local streets as shortcuts, detours, overflow or travellers using excessive speed. There are a variety of alternative approaches to limit such traffic including reducing the perceived size of the street by narrowing the curb-to-curb widths; necking down the street size at intersections and providing on-street parking in bays. Local neighborhood streets could be reduced in width (depending upon the type and number of housing units) with one-sided on-street parking or parking in bays. Restricted width streets should not connect directly to an arterial street. Where cul-de-sacs occur in the plan they should allow pedestrian and visual access to adjacent open space areas and/or connections to the pedestrian trail network.

c. Transit

Policy C-3: Extend public transit service to provide alternative means of access within Dougherty Valley and to major off-site destinations.

Arterial streets are designed to facilitate transit vehicle operations, with at least four traffic lanes and adequate curb lane width to allow for bus stops. These arterial streets include Dougherty Road, Bollinger Canyon Road, Windemere Parkway and East Branch Road (see Figure 12: Transit). Additional transit service may be available on certain collector streets in order to provide convenient service to all Dougherty Valley residents. Bus turn-outs will be provided on major arterials and arterials. Pedestrian/bicycle path and trail connections from transit stops allows many travelers to complete trips without using their automobile.

Public transit service should be extended as development in Dougherty Valley occurs, to serve trips between Dougherty Valley residences and the major Tri-Valley employment sites. It is desirable to extend the bus service to the proposed East Dublin/Pleasanton BART station.

TRANSIT

DOUGHERTY VALLEY

LEGEND






-  POTENTIAL RAIL ROUTE
-  MAJOR BUS ROUTES
-  TRANSIT CENTER
-  POTENTIAL RAIL STATION
-  PARK AND RIDE
1/300 SPACES 2/50 SPACES 3/SHARED USE



FIGURE 12

1-680

At present, no public bus service is provided to or through Dougherty Valley but it is likely that Central Contra Costa Transit Authority (CCCTA) will provide service here. One or more public bus service provider should be identified by the time the Final Development Plan is approved.

The Specific Plan shows only the major arterials in Dougherty Valley. As Chapter 6: Circulation states, these also will be collector roads and local streets in the valley. Once this network is defined, several bus routes should be provided for.

The Preliminary Development Plan should specify the location and typical plan for bus turnouts and bus shelters.

The bus service agency should work with the County to provide for both express and local services as patronage becomes available to support the service.

Should mass transit be developed in the right-of-way reserved on Bollinger Canyon Road, light rail routes and service may replace some Dougherty Valley bus service.

Policy C-4: Provide rights-of-way for future transit systems.

A right-of-way in the median of Bollinger Canyon Road and in the median of Dougherty Road at the southern end of the valley will be reserved for the potential installation of a rail transit system. The right-of-way will provide a minimum of 40 feet for transit tracks and structures, with an additional eight feet of width at rail stations. Ultimately, such a transit system should be connected to the proposed future East Dublin/Pleasanton BART Station.

Policy C-5: Provide park-and-ride locations along the arterial street network, to serve transit stops and to serve as meeting points for ridesharing.

Right-of-way for major park-and-ride lots will be reserved adjacent to the major intersections of Bollinger Canyon Road and Dougherty Road. These major park-and-ride lots will be landscaped for screening and shade, while providing approximately two acres for up to 300 parking spaces. Smaller one-half acre 50-space parking lots will be provided near other major transit stops and connected to bicycle and pedestrian routes.

A shared parking arrangement between Dougherty Valley commuters and the proposed community college in Camp Parks could potentially provide for daytime park-and-ride facilities on campus.

d. Alternative Travel Modes

***Policy C-6:** Encourage and facilitate the use of travel modes other than the private automobile for trips through and within Dougherty Valley.*

The roadway system and paths and trails are complementary. An interconnected network of bicycle lanes and trails in combination with pedestrian walkways and paths will promote use of alternative forms of transportation. To help reduce commuter impacts, transit stops and park-and-ride facilities will be provided at key locations within the community. A right-of-way for future rail transit and proposed transit stops are also provided convenient to parking and trails.

Contra Costa County adopted and is currently implementing a Transportation Systems Management Ordinance. The County's TSM programs will be extended to the Dougherty Valley upon approval of the Specific Plan and Rezoning.

***Policy C-7:** Develop systems of safe and convenient bicycle routes, hiking and riding trails throughout Dougherty Valley.*






A complete network of routes for pedestrians, bicyclists, hikers and/or equestrians has been prepared as part of the Dougherty Valley development plan (see Figure 13: Trails). These routes employ the expanses of open space, creek corridors and the vehicular rights-of-way on the site.

A Class I bikeway (bike path or bike trail) which provides a separated right-of-way for bicyclists and pedestrians will be installed along the West and Main Branches of Alamo Creek corridor. The West Branch bicycle path will provide access to the Village Center and schools and will allow bicyclists to travel north-south through Dougherty Valley in an open space corridor parallel to Dougherty Road.

TRAILS

DOUGHERTY VALLEY

LEGEND

-  MAJOR TRAILS OR PATHS
-  CLASS 1 BIKE ROUTE
-  CLASS 2 BIKE LANE
-  LAND BRIDGE/UNDERPASS
-  STAGING AREA



NOTE: TRAILS ARE ILLUSTRATIVE ONLY.
SUBJECT TO FURTHER PLANNING AND DEDICATIONS



FIGURE 13



A Class II bikeway (bike lane) provides a delineated right-of-way for use by bicyclists with limited through travel by motor vehicles and pedestrians but in combination with vehicle parking and pedestrian cross flows. This type of bikeway will be designated on Bollinger Canyon Road, Windemere Parkway and East Branch Road.

Policy C-8: *Locate intersections to facilitate recreational movement on trails across the major arterial streets.*

Within Dougherty Valley, a connected system of open spaces will be created by the creek corridors and perimeter ridges. Where arterial streets and these open space corridors intersect, they will be aligned to accommodate pedestrian and recreational movement across the streets. Vertical separation at the key linkages of the eastern and western portals to the valley will be provided, where feasible.

e. Parking

Policy C-9: Provide parking facilities to adequately serve residential, commercial, retail, public facilities, schools, parks and recreation needs.

Parking areas will be established which facilitate on-site/off-street parking. On-site parking for all major daytime destinations will be provided. Wherever a parking lot can be shared by multiple uses, it should be conveniently located to function in this manner.

Per County standards, the single family residential units will generally provide a minimum of two covered spaces per lot. Additional garage spaces may be provided pursuant to the community design guidelines. In higher density single family detached residential areas, one covered space per unit will be considered, if such housing is also near transit connections and if adequate driveway depth is provided.

The Village Center area will generally provide four (4) parking spaces per 1,000 square feet of commercial building space. This is consistent with the local-serving character of the commercial uses within Dougherty Valley.

Open Space and Conservation



7. OPEN SPACE AND CONSERVATION

a. Introduction

The expanses of open space in Dougherty Valley will play a significant role in defining its residential areas and assuring that it is a desirable environment. Special topographic features such as ridges, creeks and valleys will contribute to a high quality of life, maintained as open space in and around the neighborhoods.

The primary purposes of this chapter of the specific plan are to describe how the open space resources of Dougherty Valley are to be preserved and enhanced and suggest the array of recreational opportunities that will be possible in open space areas. These open space resources will foster a sense of region, help establish a community identity, protect ecological values and create outdoor recreational opportunities for the region's populace.

Given the size, character and strategic location of Dougherty Valley, it can make an extremely important contribution to the region. Formerly at the edge of urbanization, the roughly 5,979 acres encompassed in Dougherty Valley are now between a major thrust of growth from the more central Bay Area cities and the open agricultural lands to the east. Today, development is occurring immediately to the north, west and south of Dougherty Valley and open space should be used to help define the appropriate balance between development and conservation in the area.

Open space plays an important role in the preservation and enhancement of natural resources. The ridges and creeks of Dougherty Valley double as scenic corridors while providing valuable habitat for a diversity of wildlife, including raptors that canvass the broad grassy ridges and slopes for their prey. A number of other birds and mammals find shelter and food in the numerous creeks and drainages that ribbon the Dougherty Valley landscape.

The open space within Dougherty Valley can also provide tremendous recreational opportunities for residents of the new community, as well as people within surrounding communities and the region. Parks such as the Sycamore Valley Open Space facilities to the northwest and the proposed Tassajara Creek Staging Area to the south, are part of an overall regional park system which will ultimately link with Mount Diablo State Park to create a regional park network to which Dougherty Valley can make a valuable contribution. Developed

community-and-neighborhood-serving parks are discussed in Chapter 8: Community Facilities.

***Open Space and Conservation Goal:** Establish a system of open space which improves ecological values, provides recreational opportunities, enhances the character of the region and contributes to a high quality of life in and around Dougherty Valley.*

The Dougherty Valley Specific Plan provides for an abundance of open space. More land has been set aside for open space than for development (see Table 3: Open Space/Parks and Recreation). Over 1,700 acres of the 5,979 acre site have been set aside as open space along the major perimeter ridges to form a part of the regional north-south linkages within Dougherty Valley. Another 300 acres lie in large internal areas. In addition, over 200 acres have been set aside along significant riparian corridors as open space for creek restoration, habitat enhancement and community recreational use. A major utility easement which cuts a broad swath 275 feet wide in a north-south direction through the site will remain as open space and nearly 400 additional acres are designated as community, neighborhood and smaller parks and golf. Altogether, there will be more than 3,000 acres in public open space to be preserved as improved or unimproved park land within Dougherty Valley as illustrated on the Land Use Plan, Figure 5. See Chapter 8: Community Facilities for a description of the parks and Chapter 10: Community Design regarding park character.

b. The Open Space Concept

Dougherty Valley will provide an extensive open space system that serves the local residential community and the region as a whole. The Dougherty Valley Specific Plan places unprecedented emphasis on planning and design of the area's open space system. The proposed conservation of natural resources that add to the quality and enjoyment of Dougherty Valley also create strong regional linkages and provide diverse recreational opportunities.

Often, in smaller scale developments, remnant parcels ill-suited for recreation and undevelopable slopes are set aside for open space dedication. In contrast, in Dougherty Valley the creation of a well structured and viable open space system has been of primary importance in establishing the parameters for the development. The process has solicited the active involvement of staff from the East Bay Regional Park District. In addition, concerned citizens and open space

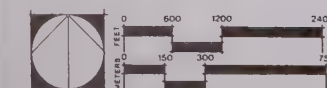
OPEN SPACE & CONSERVATION DOUGHERTY VALLEY

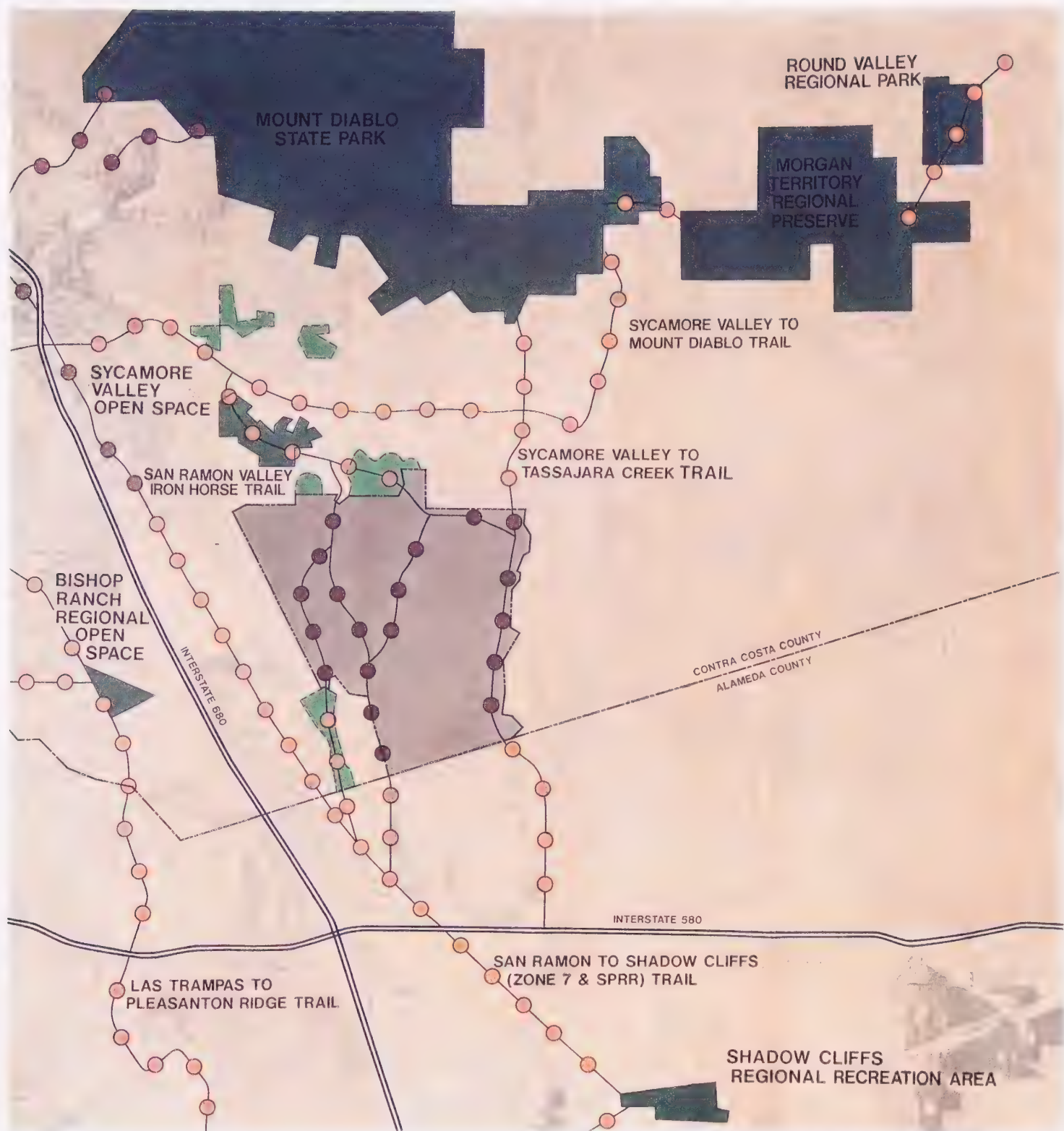
LEGEND

-  CREEK CORRIDOR
-  OPEN SPACE

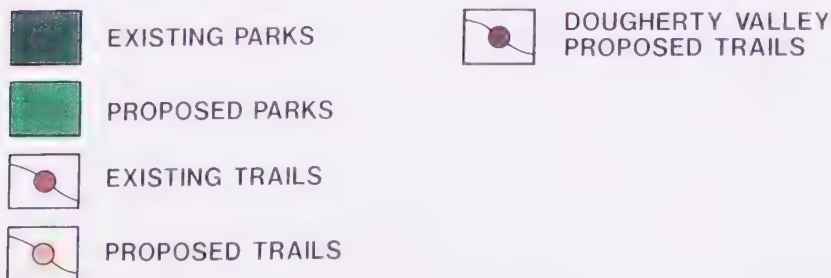


FIGURE 14





LEGEND



REGIONAL PARKS & TRAILS DOUGHERTY VALLEY



FIGURE 15

advocates were instrumental in establishing a strong vision for the creation of a coherent system of public open space and the conservation of natural resources within Dougherty Valley.

The diverse open space elements within the Dougherty Valley Specific Plan work together to create a complete system, offering resource conservation, recreational opportunities and habitat enhancement. As Figure 14: Open Space and Conservation shows, the perimeter open space has been planned so that it leads directly to the dedicated or already offered public open space to the north and to the south. Within the site, the major creek corridors form the spine for a system with cross-valley connections which link the creek corridors and ridgetop open space areas. Community, neighborhood and pocket parks are part of the public park system, with many located adjacent to creeks or accessible to ridges. Thus, future residents will have the unique opportunity to traverse the entire site by foot, bicycle or horseback.

Policy OSC-1: Create a region-serving open space system which traverses the major perimeter ridges of Dougherty Valley and establishes a continuous network of open space corridors offering visual and physical links to the regional open space system.

Dougherty Valley is juxtaposed between lands reserved for open space and planned for development. The valley is nestled within expanding corridors of open space which are intended to ultimately connect to the Tassajara Creek open space to the south, Mt. Diablo State Park to the north, the Morgan Territory to the east and Las Trampas Regional Park to the west. The major perimeter ridges which frame Dougherty Valley on the east and west provide direct links to the regional open space areas north and south of the valley (see Figure 15: Regional Parks and Trails). Their preservation as open space will reinforce the original structure of the valley and provide open views and vistas for the community and visitors.

Policy OSC-2: Set aside at least 55% of both the Shapell and Windemere properties as parks or open space lands.

To ensure that the majority of both properties be maintained as open space, it is required that the final amount of open land on each property be at least 55%. Lands to be within this calculation include parks, open space land, staging areas, detention basins, golf courses, deed restricted lands outside of individual home sites, private recreational facilities, playgrounds at school sites and other essentially



**TABLE 3:
DOUGHERTY VALLEY
OPEN SPACE/PARKS & RECREATION
(Excluding Camp Parks)**

Land Use	Gross Acres per Landowner		Total Acres
	Windemere	Shapell	
Golf	---	200	200
Creek Corridors	70	147	217
Staging Area	6	3	9
Community Park	15	57	72
Neighborhood Parks ¹	20	20	40
Neighborhood Parks at School Sites	E 2 @ 5 AC. M 1 @ 5 AC. <u>H 1 @ 25 AC.</u> 40 AC.	E 2 @ 5 AC. <u>M 1 @ 5 AC.</u> 15 AC.	55
Pocket Parks ²	11	8	19
Tot Lots ³	3	3	6
Unimproved Open Space (does not include slopes internal to residential areas)	1054	979	2033
Improved internal slope areas (6 % of total gross acres)	145 ±	162 ±	307
Total Acres of OS/PR	1,364	1,594	2,958
Total Acres per Land Use Plan	2,416	2,708	5,124
% Open Space	56 %	58 %	57 %

Note: These numbers are based on Table 1: Land Use Program.

¹ See Figure 17: Community Facilities for Neighborhood Parks.

² See Figure 22: Park and Trail Concept regarding Pocket Parks.

³ See Table 5: Park Allocations regarding Tot Lots.

Source: PBR, March, 1992

undeveloped lands. While some of these lands will be graded during development, these calculations shall be based on the ultimate uses of the land.

About 200 acres of the Shapell property is presently planned as a golf course. If during the refinement stages of the Final Map process it can be shown that development of a golf course is not feasible in the Coyote Creek area, the same amount of acreage will be reallocated as parks and recreation open space areas elsewhere on the Shapell property.

Policy OSC-3: Keep the perimeter ridges open and unobstructed, with minimum development for recreational use only.

To preserve the open ridgetops, structures and towers or other vertical elements which alter the curving silhouette of the existing ridgetops, are not allowed. Water tanks will be buried or appropriately landscaped and set into the hillsides in areas that minimize adverse visual impacts. The major scenic ridges will be treated as major landscape elements that provide visual definition of the valley as a whole, with service areas provided at lower elevations, screened from view.

The integrity of the ridges as an unbroken land mass should be maintained not only to reinforce their visual prominence in the landscape but also to act as continuous recreational courses and wildlife habitat. Furthermore, uninterrupted open space can be more easily managed and maintained. Therefore, to the extent possible, breaks caused by roadways should be minimized. More specifically, two crossings of Bollinger Canyon Road, and one of Tassajara Road should be grade-separated connections. (see Figure 13: Trails).

Policy OSC-4: Enhance the habitat value of the ridges and their potential to support a diversity of wildlife.

The ridges and their slopes serve as range for raptors and potential habitat for other wildlife species. Wildlife values can be enhanced through careful planting of slopes with indigenous vegetation to provide cover and food, as well as through the development of small ponds and sources of water that are usable by wildlife and cattle. The ridges will need to be properly managed to protect against fire and erosion. Potential conflicts between wildlife/cattle and domesticated animals and pets should be minimized by fencing and provision of rules (e.g. leash laws) for pet use of open space areas.

The ridge masses have tremendous potential for recreational use by those hiking, riding horseback, or mountain biking. They give people the chance to experience the landscape with expansive views to the San Ramon Valley, Mt. Diablo, the future community in Dougherty Valley and existing rural areas to the east.

A continuous system of trails will be provided to take advantage of the recreational potential of the area. These trails could intersect roads in adjacent development areas, doubling as fire roads and recreational access. Alignments should be coordinated with the East Bay Regional Park District to ensure linkages to existing dedicated or offered open space.

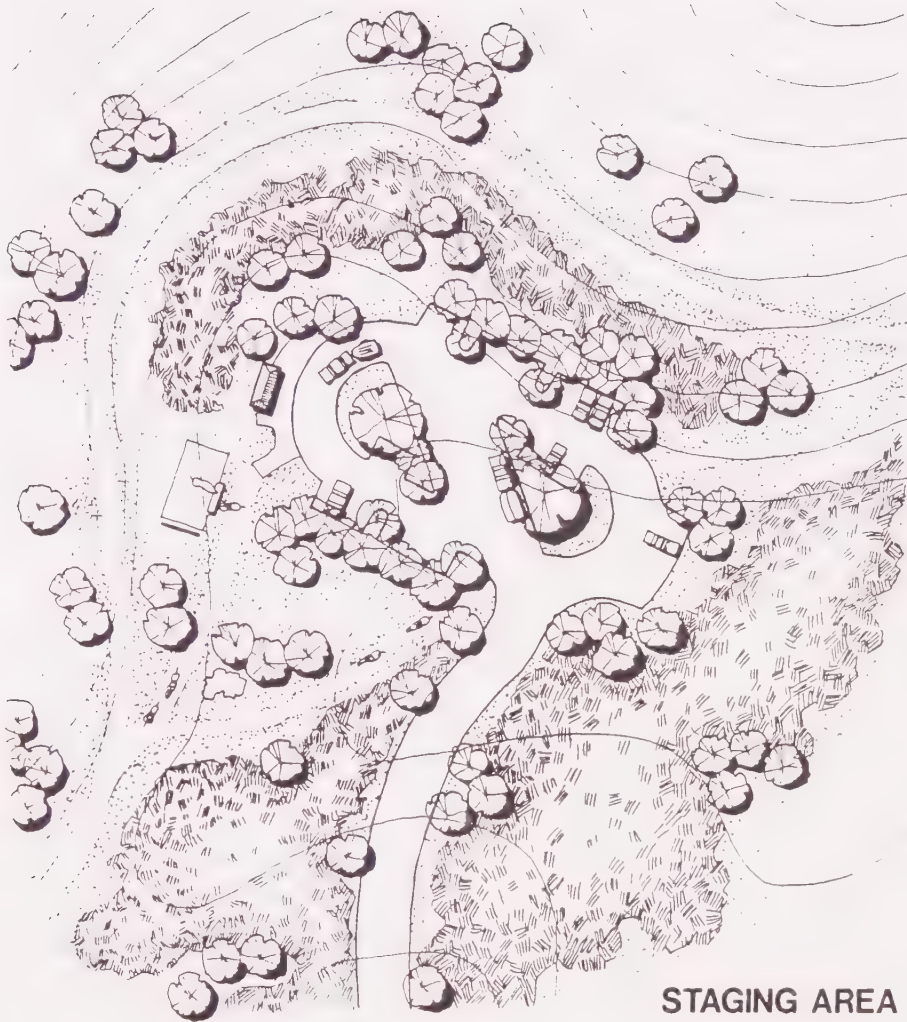
Policy OSC-5: Provide staging areas for the ridgetop trail system at key locations for trail access, parking, maintenance and interpretive signage. Design these staging areas to serve jointly as park and ride facilities.

At a minimum, one staging area should be provided within the western ridge system that would allow for equestrian access and one within the eastern ridge system.

These staging areas can serve a number of functions for the ridgetop trail system. Not only do they provide a formal threshold into the regional trail system, they can also provide interpretive signage of significant geological, ecological or visual points of interest at key locations. Also, staging areas can provide necessary maintenance facilities, parking for autos with horse trailers, hitching posts, water troughs, restrooms, drinking fountains, public telephones and trash receptacles. A plan of a typical staging area is illustrated in the Staging Area Concept shown on the next page. The establishment of park and ride requirements within the staging area should be coordinated with the appropriate transit agencies.

Policy OSC-6: Establish viewshed buffer zones of a minimum of one hundred feet between the major ridgetops and the development areas.

The residential areas in Dougherty Valley have been located so that no housing is closer than 100 feet to a major ridgeline. But in some areas, private homes and backyard areas adjoin public open space. In these cases, an open space buffer zone will be established. This buffer zone should be an area of homeowner association-owned open space



STAGING AREA

that is specially managed and maintained. As discussed in Chapter 9: Utilities, it should be adequate to assure fire protection for nearby residences. It may include some forms of fencing to protect open space areas from encroachment by pets, although fences in these areas should not diminish the visual quality of the open space. Slopes within the transition zone are to be revegetated using drought-tolerant and fire resistant plantings and minimized irrigation. Furthermore, these buffer zones should be well planted to screen development areas from public view where appropriate.

Policy OSC-7: Reinforce the visual prominence and wildlife value of significant creek corridors and provide for multiple active and passive recreational uses.

The Main Branch and the West Branch of Alamo Creek are the primary tributaries that have shaped the central portion of Dougherty Valley. Although in a degraded condition, they can provide natural resource values to the area. In addition, several other creek corridors are capable of providing productive habitat which supports a variety of wildlife, including birds, small mammals, amphibians and fish. Improvement and enhancement of these corridors will provide opportunities for recreational uses, in addition to furthering their ecological values.

c. Creek Corridors

Policy OSC-8: Establish a primary creek corridor system to serve as a multi-purpose linear greenway and storm water management system.




A primary creek corridor system will establish the basic structure of open space within the valley floor and will link the major open space and development areas through a system of trails. This linear open space along the Main and West branches of Alamo Creek would provide a unique pedestrian, equestrian and bicycle orientation to Dougherty Valley and a public focus that is unique to the community vision for Dougherty Valley. This roughly 200-acre creek corridor system could accommodate dispersed recreational facilities such as bocce, tennis or volleyball courts and also create opportunities for lifestyle that is less reliant on automobiles for travel throughout the site.

In addition, trails between the neighborhoods, schools, parks and community activity areas of the Village Center, will be incorporated within a comprehensive system, providing connections throughout Dougherty Valley. Trails for bicyclists, pedestrians and equestrians will meander along the two primary creek corridors. These improvements can be focused along a more developed bank, establishing a more active zone, with the opposite side of the creek taking on a quieter mood and character, supportive of wildlife habitat and biologic values.

The primary creek corridor system will be improved for erosion control, storm drainage and habitat enhancement. Detention basins for flood control will be carefully integrated into the creek system to

CREEK IMPROVEMENTS DOUGHERTY VALLEY

LEGEND

-  **ENHANCED EXISTING CREEK CORRIDORS**
CREEKS TO BE IMPROVED AND MAINTAINED
-  **RECREATED CREEKS**
CREEKS TO BE RE-ESTABLISHED NEAR CURRENT CONFIGURATION
-  **POTENTIAL WETLANDS MITIGATION AREAS**
(OTHERS MAY BE CONSIDERED)



NOTE: VARIATION IN CREEK WIDTHS DEPENDENT UPON SITE DESIGN CONSIDERATIONS.



FIGURE 16

provide recreational amenities. For example, where a school/park site occurs along the creek corridors, playfields may be integrated into the basin design to allow for joint use.

***Policy OSC-9:** Establish a hierarchy of creek improvements that reflect the role and importance of individual drainages and which add to the identity, amenity and biologic diversity of the valley.*

As development occurs in Dougherty Valley, many natural features will be affected. Certain creeks, (or portions of creeks) or minor wetlands may be filled. Some mature trees may be removed and existing habitat areas reduced. While many of the open space areas will be greatly enhanced in terms of environmental quality, specific mitigations have been identified for the loss of other environmental resources. These mitigation areas will be developed in specific locations so that they serve multiple functions in enhancing the environment and enriching the habitat for wildlife. Development and maintenance of these mitigations will be provided for in the financing plan for Dougherty Valley.

As illustrated in Figure 16: Creek Improvements, varying levels of improvement are proposed for individual creeks based upon their relative importance within the hierarchy of creeks in Dougherty Valley and upon their existing and potential natural values to support wildlife. They include existing creeks to be improved and creeks to be regraded and re-established. The majority of the creeks within Dougherty Valley are envisioned to be improved and to remain in place; a few are to be regraded and established in a new configuration, and for the relatively few creeks to be filled, potential mitigation areas have been identified, as explained in Chapter 13: Implementation.

The proposed creek corridors vary in width to reflect their relative importance. Major creek corridors would average 300 feet in width with fluctuations based on individual design and engineering considerations in order to provide adequate space for the full range of biologic, hydrologic and recreational improvements. At the other end of the spectrum, smaller creeks and drainages are to be maintained within a 50-foot corridor (see Figure 21: Creek Corridors Sections).

***Policy OSC-10:** Stabilize the creeks, utilizing a combination of vegetation and environmentally sensitive stabilization techniques.*

Structural stabilization will require extensive reshaping and thus disturbance of the existing creek system. However, in their present

condition, the incised channel, steep banks and lack of vegetation of creeks on the site create degraded habitats and represent safety hazards. In addition, the top of the creek banks are too high above the present water table to support riparian vegetation. The system is not stable and erosion will continue to cause channel deepening, bank collapse, and sediment transport with deposition downstream. An active reshaping and stabilization program will produce a stable riparian system with increased aquatic, wildlife and recreational values.

Policy OSC-11: *Allow the linear creek corridor to be publicly visible and accessible from surrounding areas.*

To enhance visibility of the creek corridors and allow maximum accessibility to them, thereby encouraging defensible space, it is preferable to locate roadways adjacent to the improved creek corridors, rather than private homes and backyard areas. Roadways serve as the most effective boundary and transition between open space and development areas. They create a clean break between public and private lands, dissolving any ambiguity between the two. Furthermore, they serve as points of orientation for residents and visitors.

Visibility can also be enhanced by the planting of appropriate riparian trees and oak woodland species. This habitat will provide roosting and nesting cover for birds and a healthy environment for other species of wildlife.

d. Conservation of Environmental Resources

Dougherty Valley is a landscape that has been intensively used for cattle grazing for more than one hundred years. Unlike native California hillside environment, it is not carpeted in a rich mosaic of grasses, chaparral and oak trees, but rather supports primarily exotic grasses and a handful of oak trees. Hillsides show signs of erosion, creeks are deeply incised, and some of the native oaks that exist on the site may be threatened by increased run-off from upstream development areas. Compared with less intensively used or more natural landscapes, Dougherty Valley can be characterized as a disturbed landscape with relatively limited ecological value.

The development of Dougherty Valley thus offers a tremendous opportunity to enhance the environmental qualities of the site. Within the open space and development areas, tree planting can provide food and cover for wildlife. Creek improvements and enhancement can not

only better serve hydrologic demands, but can help to create a more productive landscape necessary to support a diversity of vegetative and wildlife species. Continuous corridors along the creeks and ridges will further expand the potential range of wildlife and the opportunities for sustenance. Careful design of stormwater retention facilities will promote percolation and decrease run-off rates, thereby providing more valuable habitat areas which support a wide variety of birds and animals. The preservation of large, contiguous areas as open space and the careful management of these resources will be of ecological benefit now and for many years to come.

Policy OSC-12: *Protect any significant trees in areas planned as open space in Dougherty Valley or plant new trees on a 10 to 1 basis for any removed.*

Very little of the native California landscape exists today in Dougherty Valley, in part as a result of many years of intensive cattle grazing over most of the property. However, a few isolated mature oaks can be found, primarily along the northern reaches of the main branch of Alamo Creek. These merit protection during and after construction. Replacement trees shall be at least fifteen-gallon sized trees.

Policy OSC-13: *Ensure the consistent quality of the proposed Dougherty Valley ridgetops and creek corridors at the edge of adjacent development through coordination between the appropriate agencies to ensure proper linkage and continuity of treatment.*

In most cases, the major open space within Dougherty Valley adjoins lands that have not been offered or dedicated as public open space. Currently, development is being planned to the south and the north. As these developments take shape, it will be very important to coordinate with the appropriate public agency to ensure that the possible connections and transitions are made, for continuity of the countywide system and to ensure public access to significant public lands.

Policy OSC-14: *Provide for wetlands which will increase the acreage of wetlands within Dougherty Valley.*

To the extent possible, filling of wetland habitats will be avoided. Any necessary filling requires appropriate permits and agreements from both the United States Army Corps of Engineers (Section 404 permits) and the California Department of Fish and Game (Streambed Alteration Agreements). A wetlands mitigation plan which exceeds the

agency's no net loss policy will be submitted as part of the permit application. Figure 16: Creek Improvements shows potential mitigation areas. These and other areas will be considered to assure that all necessary requirements are met.

***Policy OSC-15:** Ensure geologically sensitive development through engineering design regulation and review to avoid soil erosion, downstream flooding, slope failure, loss of vegetative cover, high maintenance costs, property damage and reduced visual quality.*

A geologic and hydrogeologic review of the site has been prepared to facilitate early detection and understanding of potential adverse geologic conditions therefore ensuring geologically sensitive development and mitigation through siting. The geologic review provided information needed to establish minimum guidelines for grading and construction. This information was prepared in consultation with a registered geologist/certified engineering geologist.

Community Facilities



8. COMMUNITY FACILITIES

a. Introduction

Historically, key civic elements such as cultural, educational and municipal buildings, parks and town squares were developed to meet community needs, imparting a special identity and sense of place. The townscapes of traditional American communities were punctuated with a common or town square ensconced by civic buildings, churches and churchyards along the main street and large parks located at the heart of the community. All of these facilities provided the setting for the public life of the community.

More recently however, rapid and piecemeal growth, shrinking government coffers and escalating land costs have often resulted in developments lacking adequate schools, parks and other vital community facilities. When developed, such facilities are often poorly located.

The comprehensive planning of Dougherty Valley provides the opportunity to develop facilities which address the needs for recreational, educational, social and cultural experiences of the new residents who will live here. In the Specific Plan, a spectrum of these facilities are arranged in a manner which adds definition to the neighborhoods and the entire community.

b. The Need for Community Facilities

Current demographic trends indicate that there will be great diversity in the composition of Dougherty Valley households. The traditional family household comprised of two parents, including a single breadwinner and their children, is being replaced by two income families, single-parent families and single-person households. In general, the population is growing older, giving rise to growing numbers of senior citizen households. This approaching diversity warrants development of a range of community facilities which meet the special demands created by each of these different groups. A sustainable community affords neighbors opportunities for social interaction with one another. These needs are best met with community facilities that are woven into the community fabric so as to create a network of vibrant public places. The proposed facilities are shown in Figure 17: Community Facilities.

**TABLE 4:
DOUGHERTY VALLEY
COMMUNITY FACILITIES**

Community Facility	Quantity	Gross Acres per Facility	Total Gross Acres
Schools *			
Elementary	4	5	20
Middle	2	10	20
High	1	25	25
Community College	1	150	150
Total Schools Acreage			215 AC
Parks			
Pocket Parks	12	1-4	12-48
Neighborhood Parks	8	5-10	40-80
Neighborhood Parks at school sites	E 4	5	20
	M 2	5	10
	H 1	25	25
Community Parks	1	72	72
Creek Corridors	---	217	217
Staging Areas	2	3-6	9
Total Parks Acreage			405-481 AC
Public/Semi-Public			
Religious Facilities	4	3-6	16
Golf Course	1	200	200
Total Public/Semi-Public Acreage			216 AC
Civic Facilities			
Library	1	< 1	< 1
Community Center	1	< 1	< 1
Senior Center	1	< 1	< 1
Fire Station	1	1	1
Police Substation	1	< 1	< 1
Total Civic Facilities Acreage			3-5 AC

* Note: Schools does not include Neighborhood Parks acreage at school sites, see "Parks" table.

Source: PBR, March, 1992

COMMUNITY FACILITIES DOUGHERTY VALLEY

LEGEND

- VILLAGE CENTER**
LIBRARY, COMMUNITY CENTER,
SENIOR CENTER, FIRE STATION, SHERIFF SUBSTATION
- COMMUNITY PARK**
- LINEAR PARK**
- SCHOOL/PARK**
- NEIGHBORHOOD PARK**
- GOLF COURSE**
- POTENTIAL RELIGIOUS FACILITIES**
- STAGING AREA**

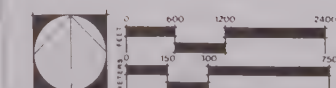


FIGURE 17

Community Facilities Goal: *Provide necessary community facilities and ensure adequate provision of services to accommodate the changing needs of the Dougherty Valley community.*

Dougherty Valley will provide substantial endowment of public facilities to Contra Costa County and the surrounding region. The plan calls for the development of a variety of community facilities, as shown in Table 4: Community Facilities, to serve the needs of the new residents, in many instances improving existing levels of service for others as well.

Policy CF-1: *Provide an array of community facilities which enhance the safety and enjoyment of living, working and playing in Dougherty Valley.*

In addition to schools and parks, sites for a library, community center and senior facility are needed to serve the Dougherty Valley community. New residents within Dougherty Valley will create the demand for a branch library, a community center and senior center facilities. The community center is intended to be suitable for bingo games, weddings, lectures, bazaars and myriad other social and/or cultural gatherings. Similarly, the senior center is anticipated to offer rooms for gatherings of all sizes. These will be integrated with retail and civic activities as described in Chapter 10: Community Design. Space has been allocated within the Village Center for the development of these civic facilities, so that they will be central and readily accessible. School children, seniors, teens and others will then interact here, as each person pursues leisure time activities.

c. Schools

Policy CF-2: *Provide new schools to serve Dougherty Valley students which are conveniently accessible via a network of streets, pathways and trail connections.*

Over the past decade, the development of adequate school sites has not always kept pace with new residential development, leading to crowding at some schools, increased busing and odd service boundaries. Since Dougherty Valley will be primarily a residential development, the provision of new schools that are readily accessible to students is necessary.

The projected need for a school site is based on standards developed by the San Ramon Unified School District which correlate pupil

generation rates with housing types. School size and acreage requirements are based on the current school district and County General Plan standards. If Dougherty Valley is built out to its maximum allowable population, the San Ramon Unified School District's projections indicate a need for four new elementary schools, two new middle schools and one new high school, all of which are accommodated within the planning area.

Each elementary school is planned as a 10-acre school/park complex centrally located to serve the student population nearby. Access will be provided along local streets. The 15-acre middle school sites are also conveniently situated near trails and transit. The 50-acre site set aside for the high school is adjacent to a major arterial, one of the middle schools and valley trails. Should it be determined that the site is not needed for a high school, it could be developed with residential or Public/Semi-Public uses, so long as the playfields component is provided in any case.

Consistent with current county and school district practices, all of the schools are assumed to be joint use facilities. Each of the high, elementary and middle schools have been planned as a school/park complex; with parks located adjacent to the school facilities. Child care facilities are also planned in conjunction with the elementary schools.

It is anticipated that the playfields on all of these school sites will be used by the public except when school is in session. This will allow for enhanced community and school recreational programs and overall efficient management and use of recreational facilities. Detention basin facilities that are incorporated into the creek corridors for flood control will be supplemented by playfield areas that function as additional stormwater catchment basins.

The Contra Costa Community College District currently operates three college campuses: one each in Pleasant Hill, Pittsburg and San Pablo. There is also the Center for Higher Education in San Ramon. Due to the growing demand for higher education and growth of the San Ramon Valley area, the District has identified a critical need for a full service community college in the San Ramon Valley. This plan provides 150 acres on the Camp Parks property adjacent to Dougherty Road for the Community College. Currently, there are no present or anticipated plans for closing the Camp Parks Reserved Forces Training Area or its northern training areas. Should the military one day declare this area excess, that portion of it designated for public/semi-

public uses would be used for a community college or another similar use.

d. Child Care

Policy CF-3: Provide child care facilities at locations that allow easy access, convenience and multi-purpose use of available facilities, such as schools.

With the growing number of households supported by two wage earners or a single parent, there is a growing need for child care services for pre-school and school-age children. Child care facilities have been developed at elementary schools elsewhere in Contra Costa County to help address the need for school-age child care. New elementary schools developed in Dougherty Valley should likewise be planned with consideration for adequate public child care facilities for before- and after-school care. The development of neighborhood parks adjacent to schools provides improved opportunities for after-school recreational programs.

There are additional opportunities to establish child care operations within the Village Center and private in-home services within the residential neighborhoods. Services and programs offered by religious institutions and private businesses are also encouraged.

e. Parks

Policy CF-4: Develop a wide range of park facilities to serve Dougherty Valley community recreational needs.

Within Dougherty Valley, park facilities ranging from small neighborhood greens to large regional open space areas are planned to offer a variety of recreational opportunities for Dougherty Valley and residents from surrounding areas. The largest proportion of land, about 3,000 acres or more than 55%, is dedicated to park and open space uses.

One central 72-acre Community Park is planned as part of the Village Center. It will contain landscaped park areas and playfields which will support the recreational vitality of Dougherty Valley. An extensive linear park system encompassing more than 200 acres will follow along the Alamo Creek corridors, offering stretches of parkland with intermittent play facilities such as tennis or volleyball courts and children's play apparatus. In addition, neighborhood parks ranging in

size from 5 - 10 acres are proposed in the heart of each neighborhood. Neighborhood parks are associated with each of the seven school sites. The remaining neighborhood parks will be located internal to the neighborhoods or along the creek system, adjoining larger regional open space lands or along access to the local and regional trail system. Where neighborhood parks are not required, pocket parks will meet local residents' needs (see Figure 22: Park and Trail Concept). Requirements for lot lots in denser residential areas will further enhance the livability of those areas. Within Dougherty Valley neighborhoods, parks and schools with associated amenities are used as focal points which create identity and a setting for neighborly interaction within residential districts.

In this park system, provision is made for a full range of recreational activities, including active sports (e.g., playfields), linear sports (e.g., jogging, walking, bike riding), passive sports (e.g., picnicking, sitting), socializing and specialized activities for particular age or interest groups (e.g., swings or lawn bowling). With approximately 29,000 new residents in Dougherty Valley, on the Shapell and Windemere portions 120 new acres of parkland would be required using County standards of 4 acres per 1,000 persons. As Table 4: Community Facilities indicates, the plan provides for a range of 405-481 acres of pocket, neighborhood and community parks and more than 200 acres within the creek linear park on the Shapell and Windemere properties.

The central community park is conceived as an integral part of the Village Center which accommodates active and passive recreational uses in a park setting and integrates formal park elements, such as a lake and gardens, within the natural riparian landscape of the creek corridors. The activities that could occur here will complement the adjacent civic, retail and residential uses, creating a rich activity center which is the focus for community life in Dougherty Valley.

f. Cultural Facilities

Policy CF-5: Encourage the development of cultural facilities within the Village Center, high school, and Community College.

With the development of a new community center, high school, and community college, there are opportunities to incorporate space for cultural uses. Within the development program for these facilities, amphitheaters, performing art spaces and exhibition areas are encouraged.

Policy CF-6: Allow the development of religious institutions on sites that are suitable and complementary to surrounding land uses.

New residential development in Dougherty Valley will generate the need for facilities for religious assembly. Due to the high cost of land and difficulty in obtaining adequately sized parcels, new buildings for religious assembly are typically designed to accommodate larger congregations and space for a variety of services, such as community meeting space and child care services. Religious institutions often provide architectural landmarks that strengthen the identity of an area. Recognizing these several potential uses of new religious institutions, suitable sites which provide easy access are designated as public/semi-public uses along Dougherty Road and East Branch Road. Shared parking arrangements and shared use of religious buildings for spiritual and community uses, such as day care centers, should be undertaken wherever feasible. Such sites are shown on Figure 5: Land Use, as three to six acre sites along major arterials with an open space backdrop, where special architectural treatment will be of great benefit to the Dougherty Valley community.

g. Public Safety

Policy CF-7: Provide a site for the development of a fire station within the Village Center.

The San Ramon Valley Fire Protection District has identified the need for an additional fire station in a central location within Dougherty Valley.

A one acre site is reserved within the Village Center for the development of a fire station. This centralized location can most effectively serve the new community.

Policy CF-8: Provide a substation for the timely provision of sheriff department services for Dougherty Valley residents.

The County Sheriff Department will provide police services for Dougherty Valley.

Utilities



9. UTILITIES

a. Introduction

The location of Dougherty Valley facilitates convenient connections to existing services. For the most part, surrounding development has extended utilities to the boundaries of the Specific Plan area to the north, west, and southwest, thereby providing multiple opportunities for service connection points. As a result, utility planning for Dougherty Valley can maximize the use of existing connection options to minimize costs, servicing the new community without adverse impacts upon the neighboring communities.

Utilities Goal: Provide the necessary additional utilities and public services to meet the needs of the future population of Dougherty Valley while meeting applicable County standards.

The following sections describe considerations for extending facilities and services for domestic water, water reclamation, wastewater, storm drainage, electricity, natural gas, telephone and fire protection.

b. Water

Policy U-1: Ensure provision of water service to meet the needs of Dougherty Valley at buildout, using the most suitable service providers.

East Bay Municipal Utility District (EBMUD) has the capacity and facility proximity to conveniently extend domestic water services into Dougherty Valley, while maintaining adequate reserves and improving service for existing customers. The Coyote Creek area of Dougherty Valley has already been annexed to EBMUD. See Figure 18: Water Distribution System.

Policy U-2: Ensure potable water supplies are sufficient in quality and quantity to provide for domestic consumption and fire protection.

Supply

EBMUD has entitlement to withdraw up to 325 million gallons per day (mgd) from the Mokelumne River Basin, located in the Sierra Nevada Mountain Range. Currently about 67% of this capacity is in use. The current customer average daily demands (averaged over a year) are 220

mgd, with projected demands of 250 mgd by the year 2020. Increased demands and concerns to hedge against drought conditions have prompted EBMUD to seek new sources. Since 1970, EBMUD has contracted with the United States Bureau of Reclamation for an additional 134 mgd from the American River. Recently, this right was contested but the outcome of this settlement entitled EBMUD to the additional amount.

Treatment and Distribution






The Mokelumne Aqueducts convey water from the Mokelumne River Basin to the EBMUD Walnut Creek Treatment Plant. After treatment, water is distributed through transmission lines in the old Southern Pacific Right of Way. As indicated in the Environmental Impact Report for San Ramon Valley District Study (December 1984) by EBMUD, projected future increased demands for water in the San Ramon Valley will require modifications of the existing treatment facilities at the Walnut Creek Treatment Plant. The study also identifies improvements necessary to the existing transmission lines to increase the hydraulic capacity. Using the existing lines more efficiently will save substantial upgrade costs.

Existing EBMUD storage reservoirs and water transmission lines are located to the north, west, and southwest of Dougherty Valley, as Figure 18, Water Distribution System shows. These facilities would provide three different EBMUD pressure zones to Dougherty Valley: 1) the Amador zone, from the 340 foot - 540 foot elevations, 2) the San Ramon zone, from the 450 foot - 650 foot elevations and 3) the Scenic zone at the 650 foot - 850 foot elevations. No development is proposed above the 850 foot elevation in Dougherty Valley. Emergency storage would be provided in each zone to ensure adequate provision of emergency supplies for Dougherty Valley residents.

Current EBMUD customers would benefit from proposed improvements to the local water storage and distribution systems. In the past, Scenic pressure zone users within the 650 foot to 850 foot elevation have experienced low pressure problems. Installation of another storage reservoir would not only provide the required storage for Dougherty Valley but also improve the hydraulics of the existing local distribution network, thereby alleviating the low pressure problems.

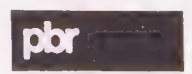


LEGEND

-  WATER MAIN FOR PRESSURE ZONE A
-  WATER MAIN FOR PRESSURE ZONE B
-  WATER MAIN FOR PRESSURE ZONE C
-  RESERVOIR
-  ALTERNATIVE RESERVOIR SITE

WATER DISTRIBUTION SYSTEM DOUGHERTY VALLEY

FIGURE 18



NOTE: SHOULD OTHER USERS BE BROUGHT ON LINE
THE SIZING OF FACILITIES WOULD NEED TO BE ENLARGED.

LEGEND



MAIN



RESERVOIR



BOOSTER PUMP



ALTERNATIVE RESERVOIR SITE

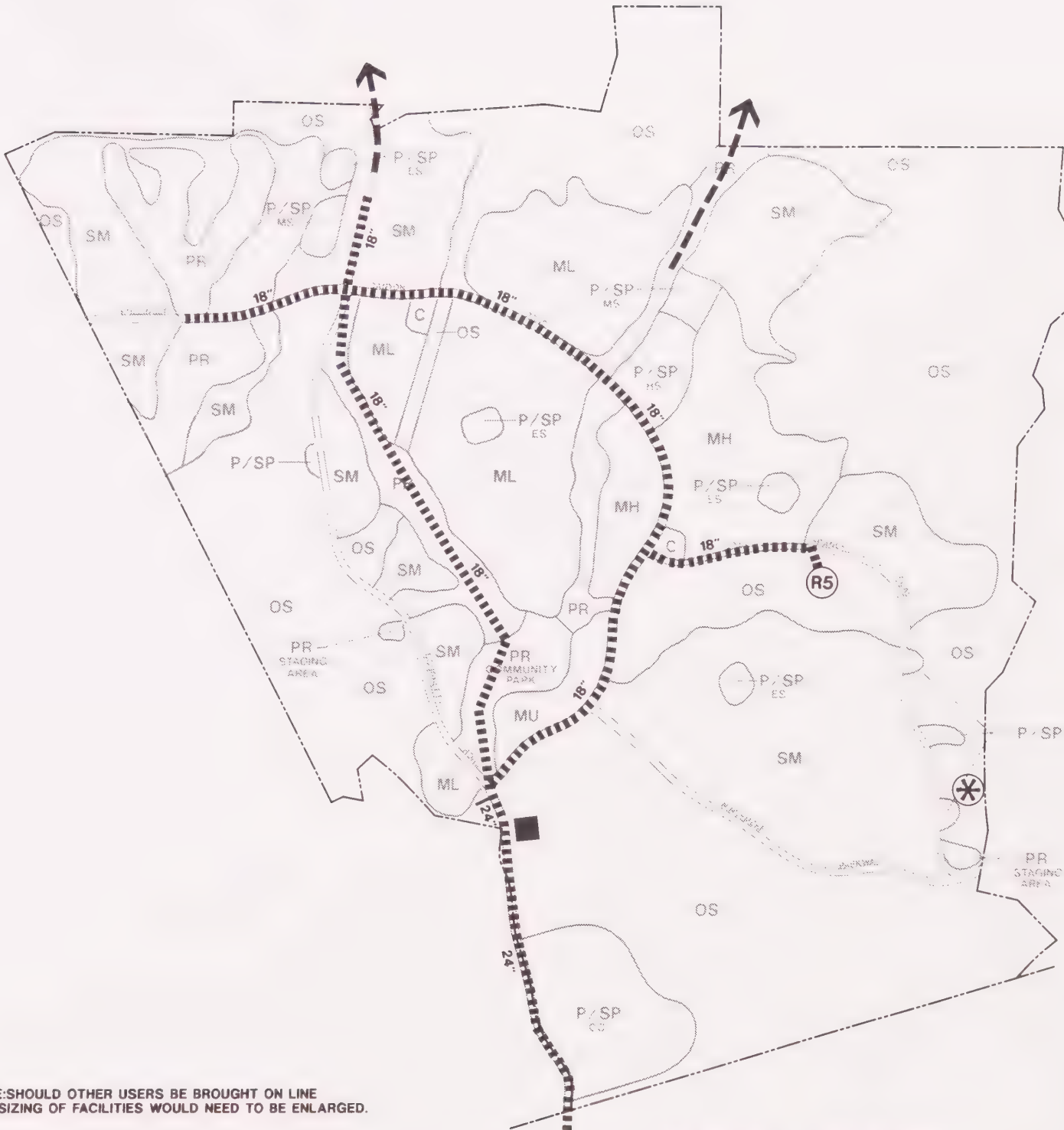
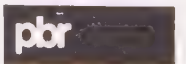


PROPOSED CONNECTION TO OTHER USERS

FROM DSRSD
WASTEWATER
TREATMENT
PLANT

RECLAIMED WATER SYSTEM DOUGHERTY VALLEY

FIGURE 19



Water Demand and Storage Requirements

The amount of water storage required for a community is a function of the proposed amount of maximum-day, fire-fighting water requirements and a reserve for the community's use in emergencies where the regular supply of water is cut off or contaminated. This may occur through supply works or pumping equipment failure or the need to take a supply line from service for maintenance or repair. EBMUD typically uses 1.5 times the maximum-day demand plus the required fire-fighting storage to estimate required total storage.

A dual purpose water system with concurrent water reclamation to supplement the domestic water demand supply has been considered for Dougherty Valley. Its implementation would greatly reduce water usage in the valley. (See the following discussion regarding water reclamation.) Using a potable water system for all demand, without reclaimed water for irrigation, the community of 11,000 residential units would require an approximate average daily demand of 7 million gallons per day (mgd). A dual use system, relying on potable water and reclaimed water for selected irrigation demands, would use 5.4 mgd average daily demand.

The San Ramon Valley Fire Protection District (SRVFPD) uses the Insurance Service Office Guidelines to establish their criteria for fire storage needs. Determination of fire flows depends on the types of buildings, types of building materials and building separations. Sprinkler systems, if installed in a unit, mitigate as much as 50 percent of fire flow requirements. Assuming that new construction will be similar to the surrounding communities, the following are typical fire flow requirements used by SRVFPD: 1,500 gallons per minute (gpm) is the required fire flow for single family units for a two hour duration, 2,500 gpm for multiple family units for a two hour duration, and 3,500 gpm for commercial uses for a two hour duration and 3,000 gpm for schools for a two hour duration.

Fire flow storage will be required for each of these pressure zones in Dougherty Valley. With three different pressure zones for water in Dougherty Valley, fire storage requirements are projected to be 1.1 million gallons with or without reclaimed water use. Using EBMUD's typical 1.5 times maximum daily factor yields a total storage requirement of 23 million gallons for a dual use system or 29 million gallons without reclaimed water for the Dougherty Valley development.

At least one storage reservoir will be required for each of the three pressure zones. However, some fire storage from existing zones may contribute to fire and emergency storage requirements in the Dougherty Valley area, thus reducing total storage requirements.

Policy U-3: Loop water main transmission lines and distribution lines to the greatest extent feasible for reliable service levels and fire suppression.

By interconnecting water lines, a water system design can use smaller diameter pipe while still delivering the same volume and pressure. Networking the water mains in this manner allows source flow to come from many different directions, which is necessary to isolate piping for repairs or maintenance while still maintaining appropriate levels of service.

Policy U-4: Encourage water conservation measures.

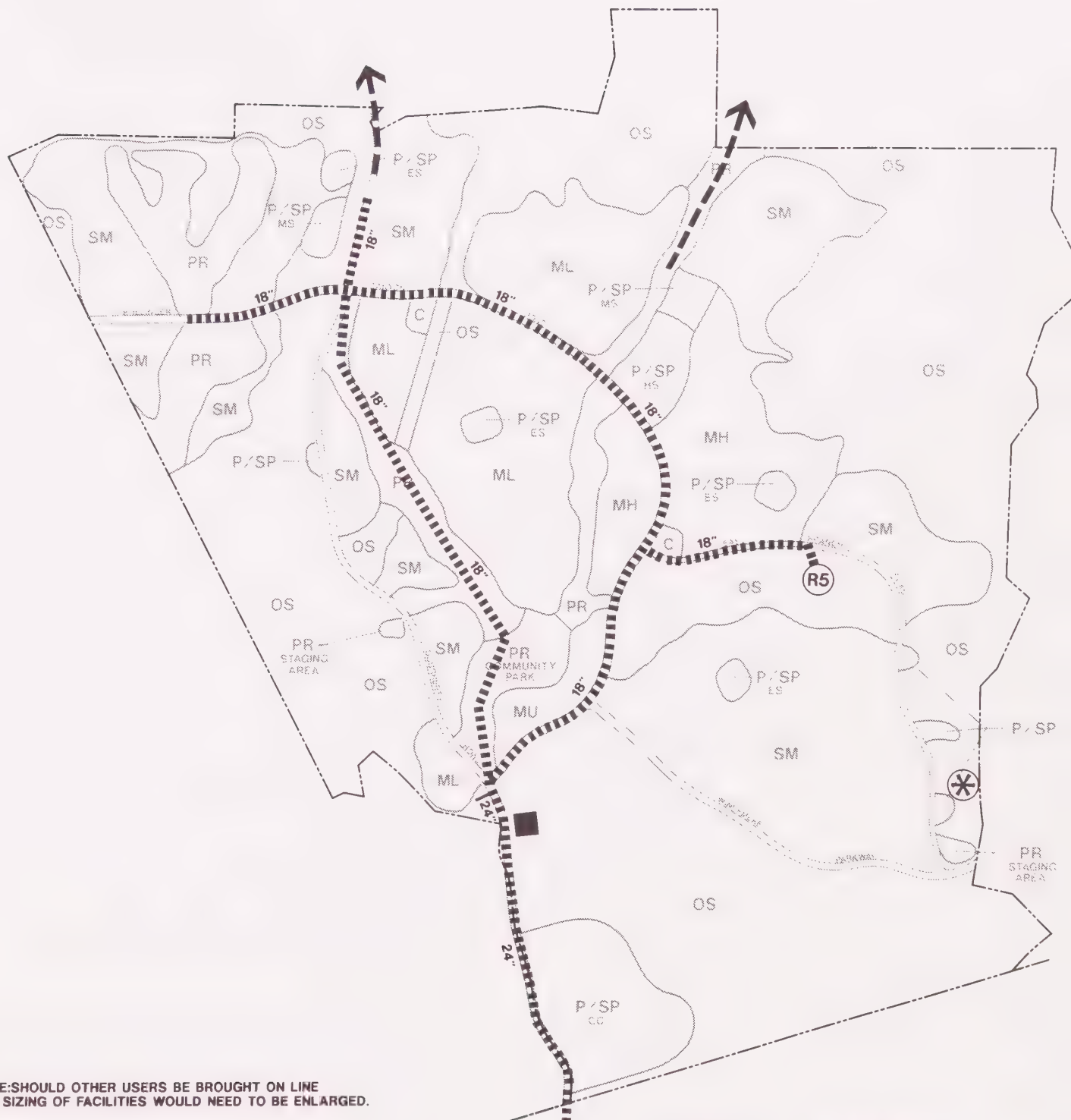
Water conservation measures will be incorporated into new development in Dougherty Valley. The following measures will be incorporated:

- The use of drought-resistant plantings.
- Water conservation will be achieved by installing low flow toilets, faucets and showerheads.
- Planting of turf is to be minimized and irrigation systems professionally designed.
- Water reclamation programs including tertiary treatment, retention and reuse of treated water are to be employed.
- If reclaimed water is implemented, it should be used for landscape irrigation of parks, school grounds, golf courses and other areas wherever feasible.

c. Reclaimed Water






Policy U-5: Provide for the use of a reclaimed water distribution system to irrigate parks, school grounds and golf courses.

Water reclamation or dual use systems have been implemented in communities where local ordinances require them for conservation



NOTE: SHOULD OTHER USERS BE BROUGHT ON LINE
THE SIZING OF FACILITIES WOULD NEED TO BE ENLARGED.

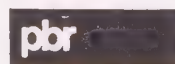
LEGEND

-  MAIN
-  RESERVOIR
-  BOOSTER PUMP
-  ALTERNATIVE RESERVOIR SITE
-  PROPOSED CONNECTION TO OTHER USERS

FROM DSRSD
WASTEWATER
TREATMENT
PLANT

RECLAIMED WATER SYSTEM DOUGHERTY VALLEY

FIGURE 19



purposes, or where higher quality water sources are not available. Communities can benefit from a dual use project by reducing wastewater disposal and extending local water supply.

Establishing a water reclamation (dual use) program in Dougherty Valley would reduce the potable water requirements significantly while also reducing effluent disposal needs. The reclaimed water would be treated to tertiary levels that meet or exceed State water quality standards for reclamation. A public education program that informs the public of the benefits of a dual use system should be developed by the Water District.

Reclaimed water can be used for irrigation of landscape strips, parks, school yards, lakes and golf courses. The potential future use of reclaimed water for individual front yard landscaping is currently under consideration. Reclaimed water will be treated to a level such that this water will be usable for open space/parks & recreation irrigation. Although not expressly prohibited by California law, individual homeowner control of recycled water irrigation systems is not permitted in the current State Department of Health Services guidelines and implementation policies for the pertinent laws. Current proposed revisions to the state law (Title 22) would remove such restrictions but the expanded use of reclaimed water continues to raise questions related to public health concerns.

A dual use project within Dougherty Valley would reduce consumption of domestic potable water. An average dry-weather flow of 2.45 million gallons per day (mgd) of wastewater will be generated annually upon build-out of Dougherty Valley. This water would be reclaimed to supplement the use of domestic water for irrigation purposes.

There is a broad agreement that water reclamation and use is desirable but many questions remain unanswered about its feasibility. Implementation in Dougherty Valley is planned but is subject to further feasibility analysis (see Figure 19: Reclaimed Water System).

Potential for reclaiming wastewater generated from Dougherty Valley and surrounding areas is part of an ongoing study by EBMUD and the Dublin San Ramon Service District (DSRSD). Dougherty Valley would be an ideal site for a dual use system, allowing for efficient installation of infrastructure (i.e., piping and storage) during development and providing the opportunity to extend water reclamation services to surrounding developed areas. A reclaimed water

distribution system would best be installed concurrent with the water distribution system.

EBMUD and DSRSD recently have signed a Memorandum of Understanding procuring a cooperative study to determine the feasibility of irrigating the I-680 Corridor with reclaimed water with the objective of expanding this service. This may provide the conduit necessary to initiate a Water Reclamation Program in the Dougherty Valley. To make a water reclamation project a viable option for Dougherty Valley, a mutually cooperative, regional approach to the design of the distribution, treatment and collection system is desirable.

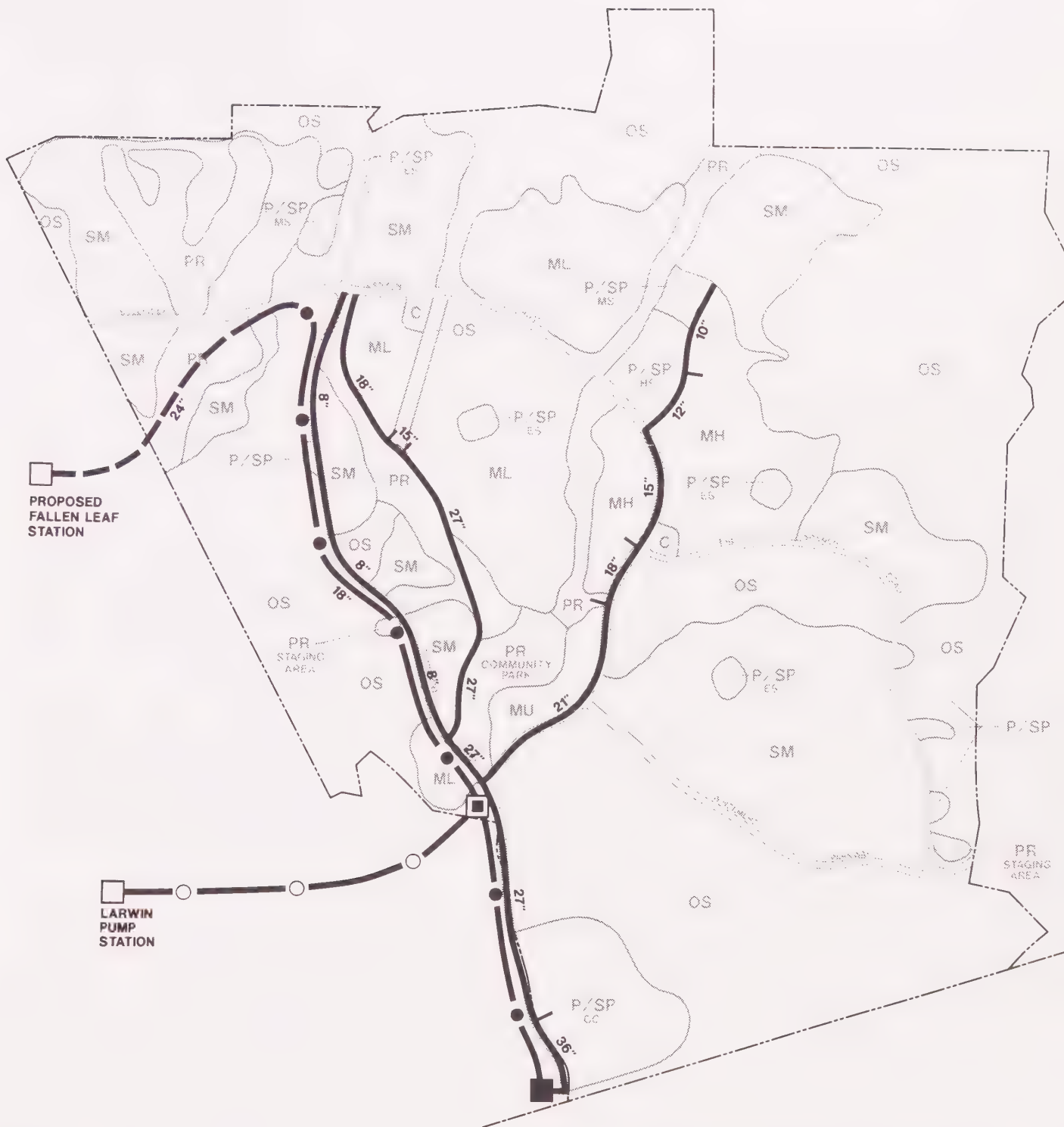
d. Sanitary Sewer

There will be sewer capacity convenient and available for serving Dougherty Valley. The preferred provider for sanitary sewer for Dougherty Valley is the Central Contra Costa Sanitary District (Central San) located in Martinez. See Figure 20: Wastewater System.

Central San treatment facilities are located northwest of the interchange of Interstate 680 and Highway 4 in Martinez. Dry weather plant flows have been averaging 34 mgd (million gallons per day). The plant capacity is 45 mgd. Peak flows greater than 45 mgd are diverted to holding ponds for later processing. By 1995, new facilities will allow for wet weather flows to increase from the current 200 mgd to 260 mgd. After treatment, effluent is transported and disposed into the Suisun Bay. The preferred plan to service Dougherty Valley with sanitary sewer calls for gravity flow collection of effluent at the southwest corner of the site, to be subsequently pumped and treated by Central San.

A gravity system allows collection of sewer flows without incurring annual pumping and maintenance costs for forced mains or sewer lift stations. Also, a gravity system does not require electric power to operate whereas pump stations can fail if electric power fails in emergency situations. A gravity system is generally preferred.

The potential for a complete gravity system for both the Dougherty Valley Basin and Coyote Creek Basin is good. Development designs should discourage the need for lift stations or forced mains. There may be circumstances, specific to a site development plan, that necessitate a lift station, but this should be considered the exception.

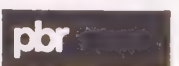


LEGEND

	MAIN		ALTERNATIVE BOOSTER PUMP
	FORCE MAIN		ALTERNATIVE FORCE MAIN TO EXISTING LARWIN PUMP STATION
	GRAVITY MAIN		
	BOOSTER PUMP		
	PUMP STATION		

WASTEWATER SYSTEM DOUGHERTY VALLEY

FIGURE 20



Estimated Flows

Average dry-weather flows are estimated to be approximately 2.45 mgd contributed to Central San given a residential base of 11,000 du's. Flow generation rates were determined from information formulated by Camp Dresser & McKee, in their Master Plan Study prepared for Central San, in October 1986.

e. Storm Drainage

Policy U-6: Establish a storm drainage system that protects property and ensures public safety while maintaining the natural resource values of the creeks.

Dougherty Valley represents a major portion of the Upper Alamo Creek watershed and a portion of the Coyote Creek tributary watershed. The storm drainage plan will incorporate the conveyance of rainfall-runoff in developed areas from individual homes and lots to streets and gutters (or grassy swales), through underground culverts to the major creeks. It also will incorporate the impacts of existing and proposed upstream development on flood peaks in the creeks and ensure that the development of Dougherty Valley does not increase downstream flood hazards or decrease water quality. The location of stormwater retention ponds is integrated with the creek conservation elements outlined in Chapter 7: Open Space and Conservation.

The 1983 FEMA flood maps for Dougherty Valley showing "approximate levels" indicated that under the land use patterns which existed in 1983, shallow overbank flooding occurred in the flat terraces adjacent to the West and Main Branches of Alamo Creek. Consequently, further, more detailed studies of the project area were undertaken to provide estimating peak flows and predicting more accurate information for potential flood hazards.

Earlier topographic surveys have been done but further research is needed to validate or amend the results. They indicate no overbank flooding of the Main Branch of Alamo Creek and a relatively narrow band of flooding along the West Branch which would be mitigated by the proposed landscape setback.

Policy U-7: Provide a storm drainage system within Dougherty Valley that does not increase off-site flood hazards.

Off-site (downstream) areas are subject to flood hazards under current land use conditions, therefore development in Dougherty Valley has been designed to maintain peak flood waters on site, thereby eliminating any hazards associated with downstream run-off. A system of flood detention basins on site will be designed to store increased flood waters and release these slowly in order to reduce downstream flood peaks.

Off site, flood hazards in the downstream reaches of Alamo Creek through the Dublin and Pleasanton areas historically have been of concern. Channel sections in these towns were designed to convey a maximum discharge of 4,670 cubic feet per second (cfs) according to the Alameda County Flood Control District. Development in Dougherty Valley is designed not to exceed this flow in order to prevent an increase in off-site flood hazards.

In June 1991, an upstream flood detention facility was being constructed under the jurisdiction of Contra Costa County Flood Control District just north of Tassajara. Two nearby developers, Shapell (to the north) and Ponderosa (to the west), were successful in procuring letters of map amendment from FEMA for their projects. Improved channel sections within the boundaries of these two developments are expected to accommodate the discharges from a 100-year flood assuming a developed watershed.

f. Electricity

The Pacific Gas and Electric Company (PG&E) will provide electricity to Dougherty Valley. Electrical service will be supplied from PG&E's San Ramon Substation Facility, located to the west of the site, near Alcosta Boulevard.

PG&E currently owns and operates three transmission and distribution lines on site. Two transmission lines run north-south down the valley. One 230 KV (thousand volts of electricity) line and one 21 KV line. A second 21 KV distribution line follows the existing Dougherty Road alignment. A third 21 KV distribution line follows an existing transmission line easement which runs east-west across the southern half of Dougherty Valley. The Dougherty Road and east-west running 21 KV distribution lines can and will be placed underground as development proceeds. The 230 KV transmission lines are not feasible

to underground according to PG&E, largely due to maintenance concerns. PG&E has no current or future plans to construct any other major transmission lines within their easement through Dougherty Valley, however, they wish to preserve this easement for construction of new facilities if future customer needs should dictate.

Proximity to High Voltage Transmission Lines

Electromagnetic radiation emitted from high-voltage power lines is becoming a significant health concern. No conclusive proof is available, but recent studies have linked long-term exposure to oscillating magnetic fields to adverse health effects.

The California State Department of Education has decided to take a prudent avoidance strategy in selecting new school sites near transmission lines. The School Facilities Planning Division has adopted the following setback criteria:

- 100 feet from edge of easement for 100-110 KV lines
- 150 feet from edge of easement for 220-230 KV lines
- 250 feet from edge of easement for 345 KV lines.

In Dougherty Valley, school sites have not been located along or near the existing PG&E easements, rather, they have been situated more central to the neighborhoods thereby respecting the state criteria above.

Existing and Future Electrical Demand

Electrical demand within the San Ramon, Dublin and Pleasanton Areas is 123 mva (mega-watt) and will increase as growth continues. The San Ramon Substation, located west of Dougherty Valley, provides 300 mva capacity to this area. New substations are being constructed to keep pace with growth in the Tri-Valley area. Construction has begun on the Vineyard Substation, located south of Dougherty Valley at Stanley Boulevard and Vineyard Avenue in Alameda County and is scheduled to be completed this year. It will add another 75 mva to the Mission Division system. Another substation scheduled for completion this year is located to the north, at Blackhawk Drive and Camino Tassajara. It will add 75 mva to the Diablo Division System. Collectively, the three substations will be able to supply the expected demand of 5 to 6 mva to Dougherty Valley, while providing ample and reliable electrical service to their existing customers.

g. Natural Gas

PG&E will provide natural gas service to Dougherty Valley. As development continues in the surrounding areas, PG&E has plans to install a 12-inch feeder line north from the Mission Division, to elevate low pressure problems that have been reported in the Blackhawk Area, which is part of the Diablo Division. A possible alignment could occur near the existing Dougherty Road or Camino Tassajara.

Six-inch distribution lines are anticipated to supply the entire valley. Further study of the future alignment of 12-inch feeder line will be required before a connection point for distribution lines to the valley can be determined. One or two regulator stations will most likely be required within the valley. Feeder line costs are normally borne by PG&E and later distributed, on a broad base, to rate payers.

h. Telephone/Communications

Telephone service will be provided by Pacific Bell. The San Ramon Central Office (C.O.), located off of Alcosta Boulevard, is the origination point for telephone cable within that service area. The New Tassajara C.O., located to the north on Camino Tassajara was recently put into full operation. It will serve a major portion of Danville and a northern portion of San Ramon. Dougherty Valley will likely be split by a prefix boundary. North of Bollinger Canyon Road will be served by the Tassajara C.O. and south will be served by the San Ramon C.O. Conventional copper cable will serve each home or business. Depending on the timing of development in Dougherty Valley, fiber optics cable may become more cost effective, allowing for this preferred material throughout the system.

Two cable television services are now franchised to operate in the area. Service to Dougherty Valley residents will be determined with the application for a franchise agreement with the County.

i. Fire Protection

Dougherty Valley is currently located within the boundaries of the San Ramon Valley Fire Protection District (SRVFPD). This is the proposed fire protection service for Dougherty Valley from a fire station required in the Village Center.

SRVFPD provides fire protection service to 135 square miles which includes the Town of Danville, northern section of San Ramon and the unincorporated communities of Alamo, Diablo, Blackhawk and the Tassajara area. Paramedic ambulance services are also provided to its entire service area.

Stations and Response Time

SRVFPD currently has eight stations and a staff of 180 personnel. The stations are equipped with a total of 14 fire engines, three ladder trucks, six wildland units, three water tenders, five Emergency Medical Technician (EMT) ambulances and three paramedic ambulances. In the current service area, response from time of call to arrival of the units falls within the five minute response time standard.

Fire Prevention Programs

The SRVFPD has a comprehensive Development Review Program, a Fire Investigation Program, Inspection Program, Public Education Program, Weed Abatement Program and a Code Development Program. The SRVFPD has adopted the 1988 edition of the Uniform Fire Code with local amendments.

Station Needs

Depending on the eventual configuration of the developments, at least one additional fire station and a comprehensive fire and emergency medical delivery system will be necessary. The addition of one new fire station will meet County Growth Management standards. Capital costs of acquiring land, building stations, and providing equipment must also be financed.

Policy U-8: Incorporate measures that reduce the risk of urban and wildfire hazards.

Implementation Measure: Ensure fire protection through careful treatment of transitions between development and open space areas.

The Dougherty Valley Specific Plan provides for the continuity of open space, the use of roadways as transitional elements between development and open space areas and the provision of a fuel modification zone between development and open space, as measures which assist in the management of open space areas and the prevention of fire hazards.

The open space system provided in the Specific Plan has been designed to maximize visual and recreational benefits as well as to facilitate management and maintenance of the open space lands. The open space system is planned to make continued cattle grazing of the land practical, and to provide direct emergency vehicle access through open space areas. These should be integrated with a network of fire breaks.

As part of accepted practice for open space planning and management, a buffer zone with a recommended minimum width of fifty (50) feet between open space and development will be installed between the fence line of the development areas and the open space boundary fence line. (Also see Chapter 7: Open Space and Conservation). It will be adequate to assure fire protection for nearby residences. This buffer zone will vary in width depending upon topography and vegetation as these affect fire control needs. In establishing this zone, fire resistant vegetation in conjunction with irrigation will be utilized to reduce the potential for the spread of fires between development and open space areas. It may include a wet (or irrigated) zone and a dry zone with fuel retardant, drought-resistant plant species. In keeping with fire protection recommendations, this buffer zone will also facilitate maintenance and emergency vehicle access, incorporating fire lanes and access points.

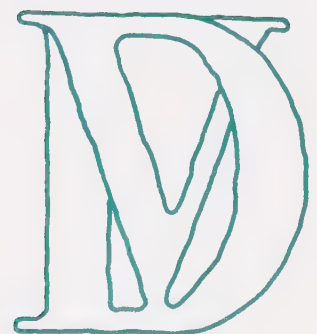
Policy U-9: *Encourage the continuation of cattle grazing on major areas of land designated as open space.*

Cattle grazing is an effective mechanism to reduce the amount of dry grass in open space areas, thereby diminishing the risk of fires in open space lands.

j. Police Protection

The Contra Costa County Sheriff Department has indicated that there will be a need for a substation in Dougherty Valley. Police and sheriff operations serving Dougherty Valley residents and businesses will be provided in this manner.

Community Design



10. COMMUNITY DESIGN

a. Summary of Community Design Opportunities

During the planning effort for Dougherty Valley, many issues related to the future growth and development of the region and the design of Dougherty Valley in particular have been analyzed. Chief among these issues are those related to (a) the interface between Dougherty Valley and nearby communities; (b) the integration of Dougherty Valley development with surrounding open space and (c) the form and appearance of the proposed Dougherty Valley development. The Dougherty Valley Specific Plan addresses these topics and seeks to ensure that Dougherty Valley is a high quality development that offers housing opportunities and a desirable way of life for Contra Costa County residents. To achieve this, the plan:

- Creates a strong overall framework for well-managed development of a new residential community in Contra Costa County.
- Establishes a cluster of neighborhoods as the context for innovative development of high quality housing and denser, more affordable, livable neighborhoods.
- Offers open space buffers next to existing development and extends public trails as part of the regional open space network.
- Defines the key urban design features that will ensure that Dougherty Valley neighborhoods, the Village Center and the interconnecting parks, trails, streets and open space form one harmonious but diversified living environment.

The preceding chapters set forth planning principles which address how the overall arrangement of land uses in Dougherty Valley creates a compatible relationship between this proposed development and its surroundings. The Community Design chapter focuses on the design character and form of the proposed Dougherty Valley community. This chapter explains how through urban design, architecture and landscape design the qualities of a desirable community can be realized. More detailed architectural and landscape design guidelines which prescribe development standards are provided in the Dougherty Valley Community Design Handbook. The overall opportunities to be realized are:

- **Integrating Development with Open Space**
There is an opportunity to integrate the proposed open space in Dougherty Valley with the large regional open space systems that are already established. The proposed perimeter expanses of open space will give shape to the community and connect it to surrounding communities. A well designed trail system within the open space will further tie this community to its neighbors. Also, major landscaped creek corridors will extend through the valley and become focal elements in the area's public open space system.
- **Creating a Major Gathering Place and Focus for the Community.**
At the confluence of the major creek corridors, a Village Center can be created. Rather than dispersing community commercial or major public activities around the edges of the development, there is an opportunity to organize the Village Center around a plaza, shops and a major green space, allowing for meeting areas, displays or performing arts, civic events, community sports facilities, and other community uses.
- **Building Diversity and Offering More Choices.**
Because of its scale and diversified housing program, as well as topographic variety, Dougherty Valley can offer varied housing choices in neighborhoods defined by a wide range of physical settings.
- **Locating Community Facilities for Social Interaction.**
Well-placed community facilities, in particular schools and parks, will act as organizing elements within residential areas, providing focus and identity for nearby residents. People will likely begin to refer to their neighborhood using the local school or park name and will become acquainted with their neighbors by visiting these places. Trails internal to the neighborhoods will also be shared amenities where neighborhood children bicycle and parents stroll.
- **Creating Linkages between Neighborhoods.**
Major linkages can be designed to connect neighborhoods with one another. Landscaped sidewalks and off-street trails can act as routes which link neighbors. These can traverse the natural and manmade landforms and join the major public open spaces. Landscape design and materials along on- and off-streets routes will enhance the definition of residential enclaves.

- **Creating Livable Streets.**

In planning Dougherty Valley, streets will be important not only in providing access and circulation, but also in defining the pace of life and degree of urbanity of the community. The streets within the community will be designed to create a comfortable environment for pedestrians, bicyclists and motorists with opportunities for future rail transit along the central parkway. Both major and minor roadways will help define the edges and enhance the sense of orientation of the districts which comprise the community. Neighborhoods can become more differentiated as street trees mature and other streetscape elements are added to each phase.

The following guidelines direct the design of Dougherty Valley so that it is attractive and functions well in its natural setting, as shown on the Illustrative Plan.

***Community Design Goal:** Design Dougherty Valley to be attractive and function well in its natural setting. Provide diverse lifestyle opportunities and create a strong sense of community for residents of and visitors to the Valley.*

b. Overall Urban Form

***CD-1:** Create a clear organizational framework of open space areas, neighborhoods, circulation elements and places for public gatherings to build a cohesive community.*

Often, in conventional developments today, large thoroughfares deliver motorists onto a maze of interrupted or dead-end residential streets that are confusing, even for residents. The common complaint of getting lost in new subdivisions is symptomatic of the lack of a clear, legible environment that gives residents an authentic sense of identity and defines meaningful locations.

In a small subdivision, it is often difficult to have an effect on the larger pattern and sense of place, because development is occurring within an existing fabric of streets and open space. The scale of Dougherty Valley presents the opportunity to create the entire framework of open space, parks, streets and public places. These will become the most lasting features of the community.

The framework described herein is a highly differentiated and hierarchical organization of certain key elements, including open space, community facilities, Village Center, clustered housing and streets. For example, vast region-serving open space is linked to broad, internal public open space corridors; those corridors are connected by trails to neighborhoods and neighborhoods are woven together along sidewalks or paths. Each of the key form-giving community elements are addressed below.

c. Open Space Framework

Dougherty Valley is a special place that is visually distinct from the surrounding communities, separated by the perimeter ridges to the east and west of the valley which form a part of the larger regional open space system. These ridges are extremely important in defining the context for the community which will develop within its boundaries. Their integrity should be maintained through preservation of the open space and careful siting and design of any fencing, gates, signage or structures such that they do not diminish the natural qualities of the ridges.

Signage throughout the open space areas should be of the highest quality, using a common graphic theme to the greatest extent possible. Several ridgetop trails should be provided wherever feasible, allowing for the footpaths, bike trails and equestrian trails to diverge and converge according to the landform. The right-of-way corridors for trails should be kept to a minimum width wherever feasible.

Staging areas within the perimeter open space should be designed to minimize the visibility of parking lots or structures from nearby open space. To facilitate orientation for hikers, bicyclists or equestrians, signage and orientation information should be readily accessible.

Hidden Valley will also be largely open space, with special features. A portion of it will be improved to create a natural habitat. A trail should connect the habitat area with the nearby regional open space, allowing travelers to visit the area as part of a regional journey. Trails within the habitat area are encouraged except where the human presence would adversely affect wildlife. The habitat area should include interpretive information in a sheltered educational exhibit or building. Facilities such as restrooms are desirable. Any such structures should be sited to minimize their impact on the natural setting.

CD-2: Retain the main branches of Alamo Creek as major organizing elements within the central, more developed portion of the valley.

Alamo Creek, and its branches, have helped to shape Dougherty Valley's physical form. Now, the two primary branches are the linear elements which can bind most of the valley together, passing through a variety of different landscapes to meet at the southerly edge of the valley.

Today, many of the creek banks are highly eroded, unstable and sparsely vegetated, due to continuous cattle grazing over the past century. Some reaches of channel are silted and channels are poorly defined. However, as development occurs, the improvements called for in Chapter 7: Open Space and Conservation will be made to add to their appearance and value. As Figure 21: Creek Corridor Sections suggests, improvements in the 100-foot, 200 foot and 300-foot wide creek corridors on the site (see Figure 16: Creek Improvements) will integrate landscape, trails, parks and storm drainage features. These sections illustrate the maximum improved widths of the corridors. As noted in Chapter 7: Open Space and Conservation, the width of the improved creek corridors is to be an average of 100, 200 or 300 feet so the width will vary subject to site specific design and engineering considerations.

These creek corridors, once improved, will become animated places, visited by people of all ages and used for a variety of reasons. As a healthy diversion from commuting, people may choose to run errands along the creek trails or they may wander down it simply to relax. It will be a delightful setting for creative activities such as painting or games.

The corridors will act as major pedestrian and bicyclist thoroughfares, busy on weekends and evenings, quieter on weekdays. Residents will be able to stroll to the Village Center for dinner or bicycle to a league baseball game or go to visit a friend's house on these routes.

The landscaped edges will offer contemplative oases for private thoughts or conversation. The flora and fauna often found in this type of setting will be reestablished, so residents young and old can expand their knowledge of nature. Myriad aspects of community life will occur here where the reminder of once active waterways and the promise of scenic travels will lure residents and visitors alike.

Substantial improvements are needed to turn the degraded streambeds and adjacent areas of today into the multi-purpose landscaped corridors of tomorrow. They must be designed and improved to meet storm drainage needs and to provide level trails, as shown on Figure 21: Creek Corridor Sections. Landscape improvements are to be made on both banks of the creek. At any location, one side of the creek should contain the improved trail system(s), intermittent seating areas and picnic areas and the other should be a more pristine landscaped area. Where public parks abut the landscaped creek corridor, the improvements to the two should be integrated, allowing portions of the parks to utilize the upland area of the creek corridor and weaving creek corridor trails into park activity areas. Also, wherever feasible, the solitary horseshoe, bocce, volleyball or other outdoor recreation feature should be provided along the active side of the creek corridor.

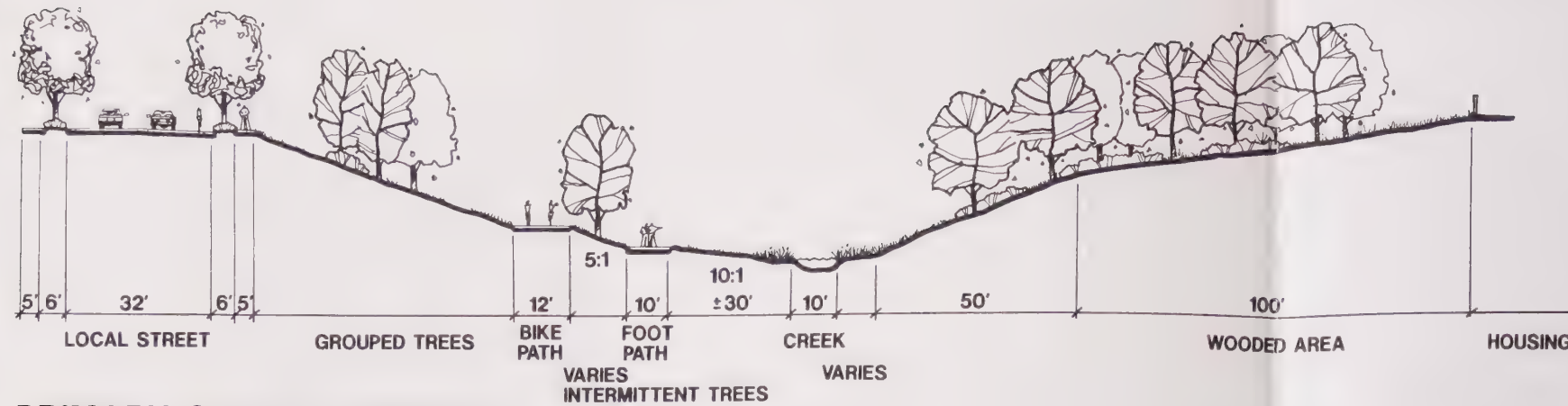
These open space corridors will provide a strong sense of continuity within Dougherty Valley, integrating the hills with the valley floor and adding to the recreational experience of the area. In the same way, connections between the corridors along the community trail system to the many parks will link neighborhoods and render all community facilities more accessible by any means of transportation.

d. Internal Park System

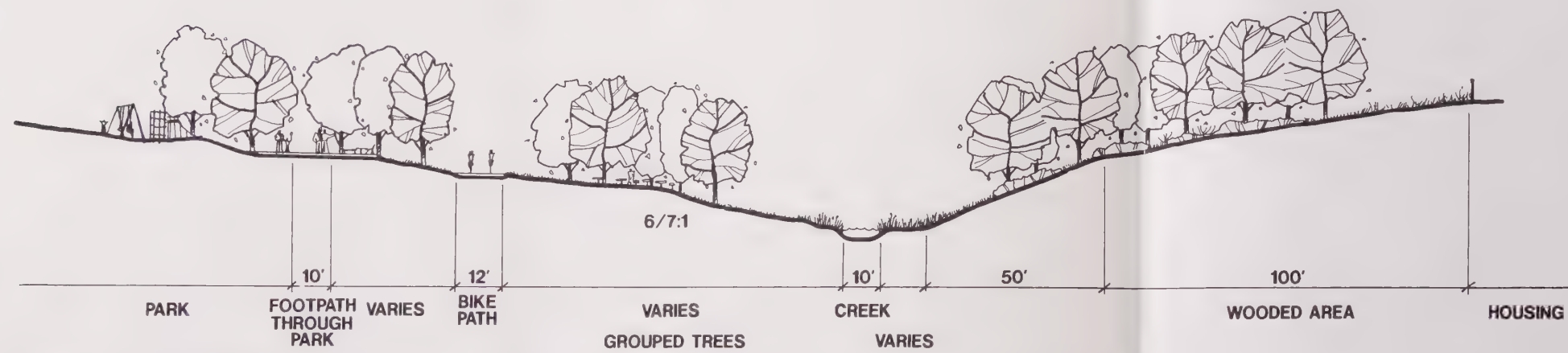
Figure 22: Park and Trail Concept illustrates the internal open space, park and trail system that binds the many areas of Dougherty Valley together. The creek corridors act as central open space spines linked at the Community Park. Trails diverge from the corridors to connect to schools with playing fields, neighborhood parks and/or pocket parks. The geographic distribution provides park area near all residences. Pocket parks are also shown and also offer recreational aesthetic and social value as a common local gathering places. Accompanying Table 5: Park Allocations and Table 6: Park Characteristics, respectively quantify and characterize the parks' requirements and features.

The components of the Park and Trail Concept Plan are the community park (described and illustrated previously in Chapter 8: Community Facilities), neighborhood parks, pocket parks and the intervening sidewalks or off-street trails. Figure 23: Neighborhood Parks (Typical) illustrates the intended components of the neighborhood parks. As central neighborhood amenities, they would allow for such diverse activities as soccer or knitting with both active recreation areas and quiet seating areas.

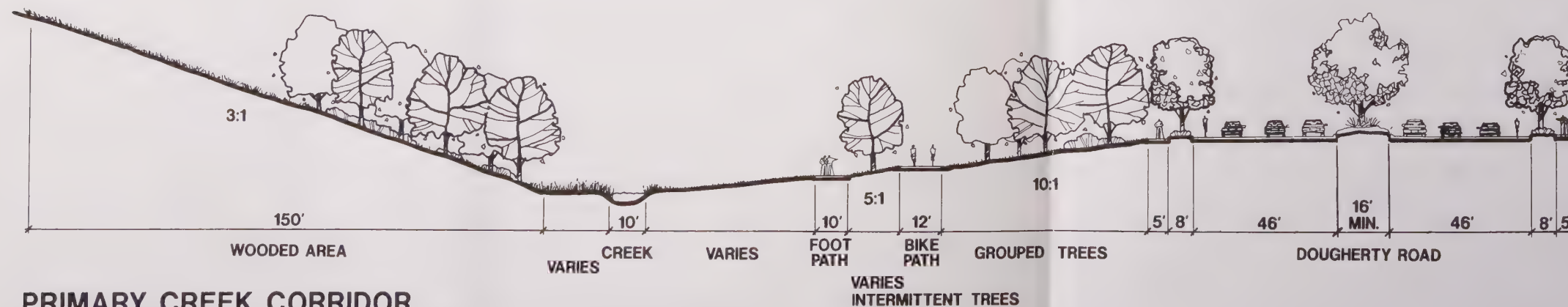
CREEK CORRIDOR SECTIONS (TYPICAL) DOUGHERTY VALLEY



**PRIMARY CREEK CORRIDOR
BORDERED BY A LOCAL STREET AND HOUSING**



**PRIMARY CREEK CORRIDOR
BORDERED BY A PARK AND HOUSING**



**PRIMARY CREEK CORRIDOR
BORDERED BY OPEN SPACE AND DOUGHERTY ROAD**

FIGURE 21

PARK & TRAIL CONCEPT DOUGHERTY VALLEY

LEGEND












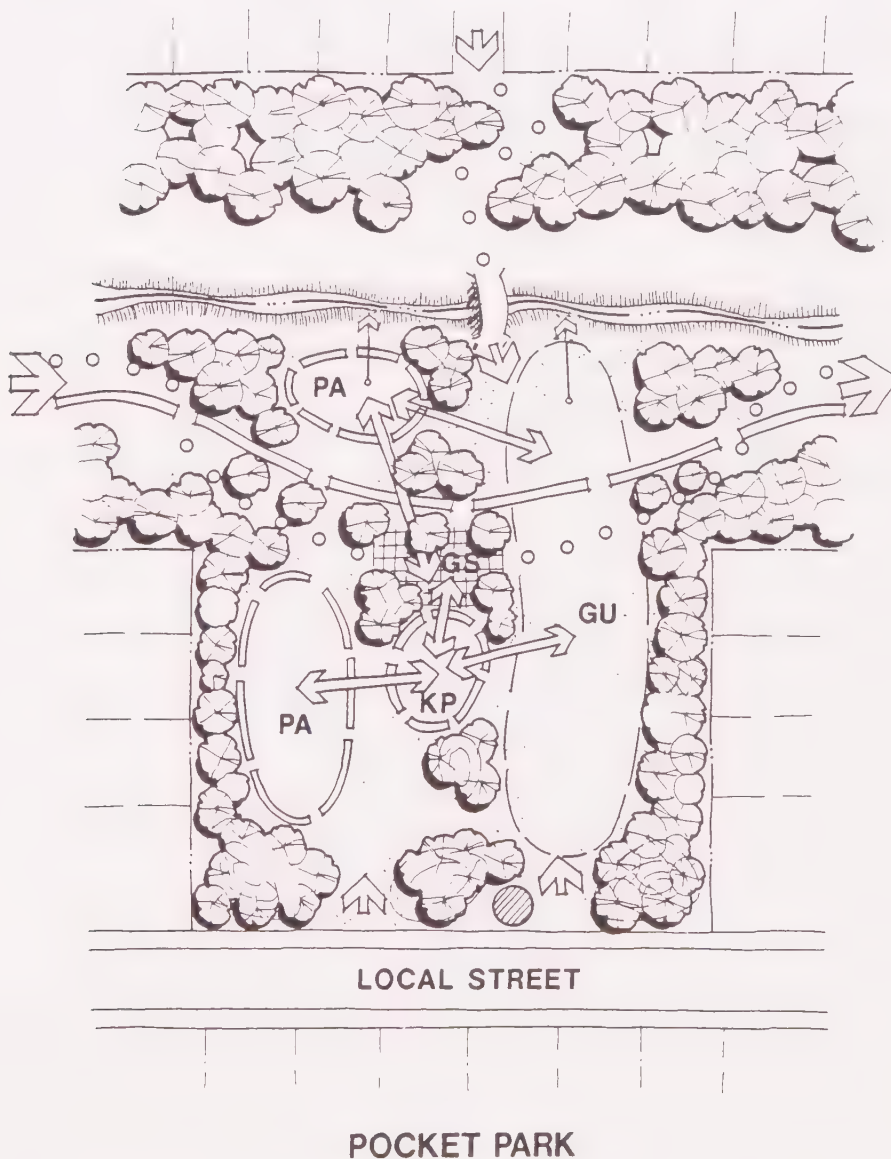
-  COMMUNITY PARK
-  NEIGHBORHOOD PARK
-  NEIGHBORHOOD PARK ON SCHOOL SITE
-  POCKET PARK
-  PARK WITH EXISTING FEATURE
(1) STOCKPOND (2) VIEWPOINT (3) SEEP (4) SPRING/FED STOCKPOND
-  CREEK CORRIDOR
-  PEDESTRIAN LINKS -
ON OR OFF STREET TRAILS
-  ENHANCED PARKWAY
-  NATURE TRAIL
-  MAJOR TRAILS OR PATHS
-  STAGING AREA



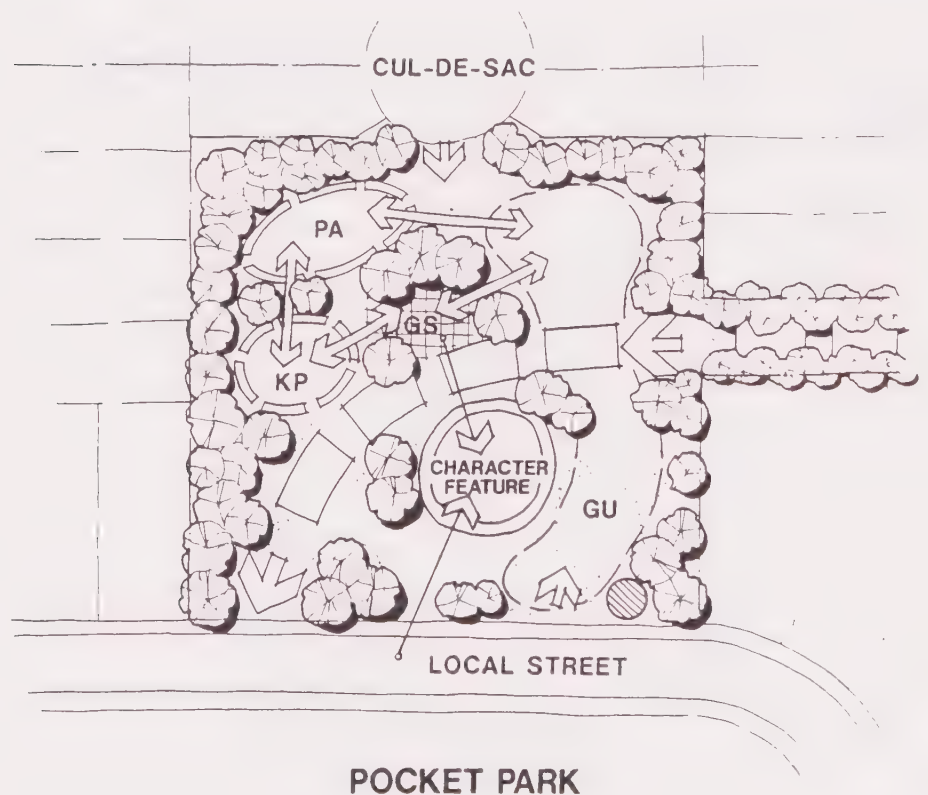
FIGURE 22

It is preferable to locate the noisier areas where groups of people would engage in sports along neighborhood streets, nearest to the most parking on- and off- street and farthest from private yards (see Figure 23: Neighborhood Parks; note the basic neighborhood park). Courts for basketball, tennis or volleyball might be next to the playing field(s). A central paved area with drinking fountains and restrooms would then form the edge of the park's informally landscaped open areas where play equipment for children, seating areas for adults and grassy areas where frisbee throwing, hackey sac or reading might be enjoyed. This edge of the park should then be landscaped fairly















densely to create a buffer from the park for homeowners next door. Access to this park may be along sidewalks or along an off-site street trail. Figure 23 also illustrates the combination of a park and an elementary school with playing fields that would be available for public use when school is not in session. The playground should be immediately adjacent to the classrooms but conveniently linked to the active sports area. These school/park sites should be accessible on sidewalks and/or off-street trails. These same relationships are intended for the middle schools and high school.

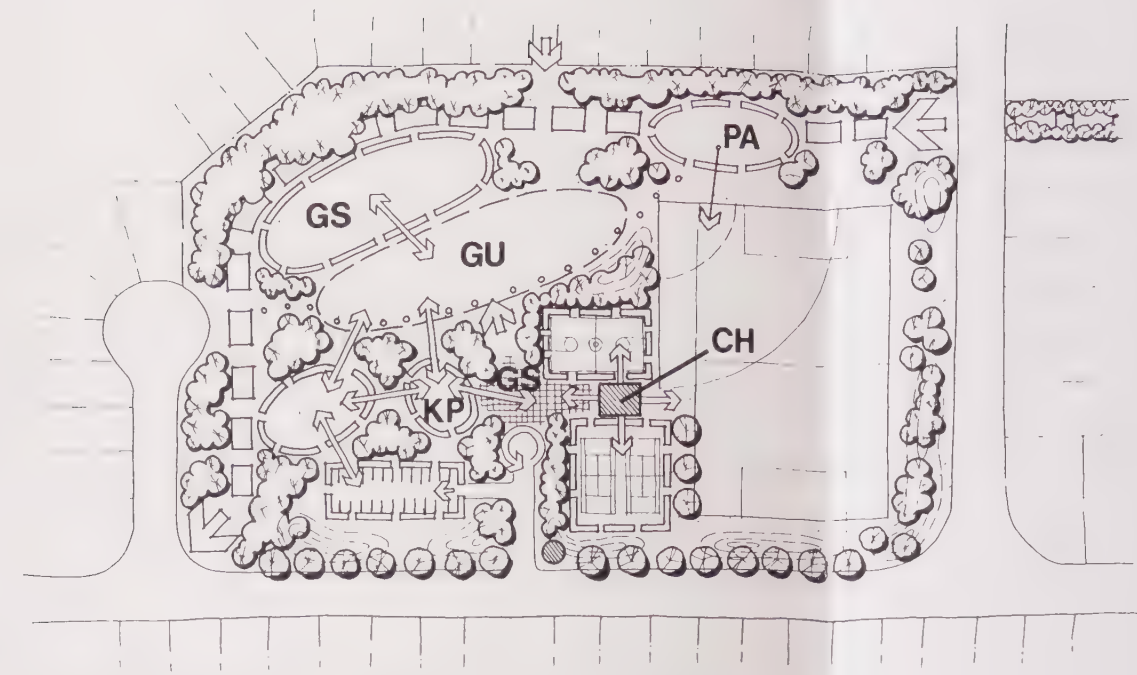
Some of the neighborhood parks may be sited along the creek corridor. Where this is the case, as shown in the Figure 23, the park should be located on the active side of the creek and should accommodate the creek corridor trail. These neighborhood parks should contain the same facilities and siting relationships as other parks but that area of the park within the creek corridor should be designed to endure any flooding due to a 100-year storm.



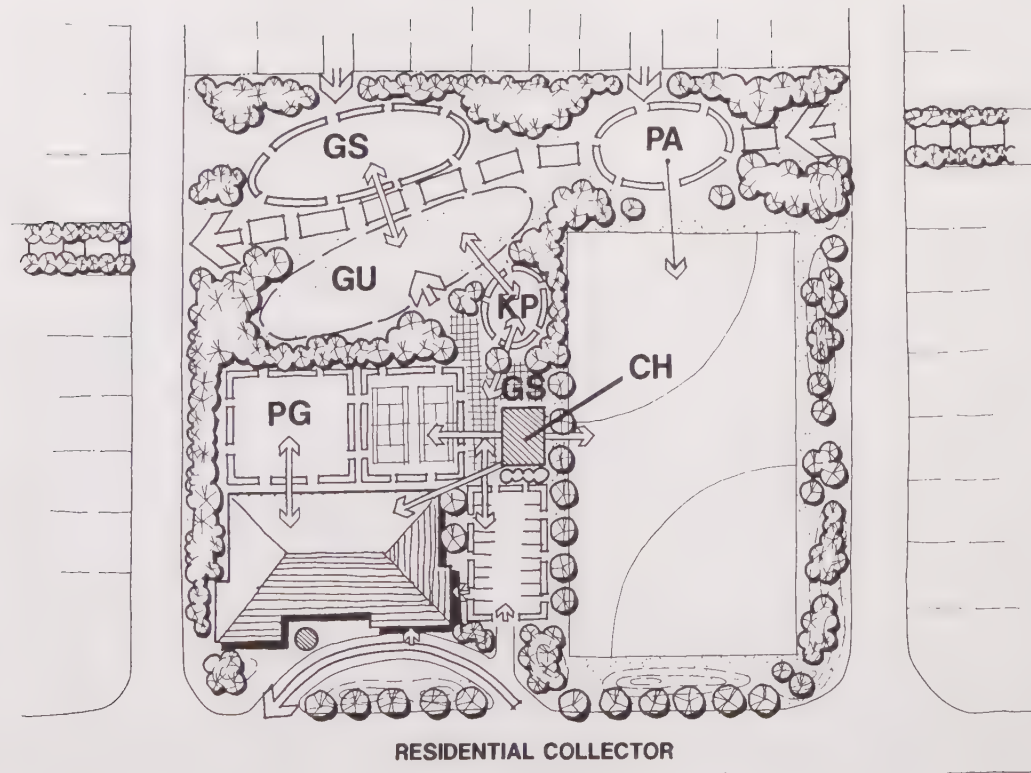
NEIGHBORHOOD PARKS (TYPICAL) DOUGHERTY VALLEY

LEGEND

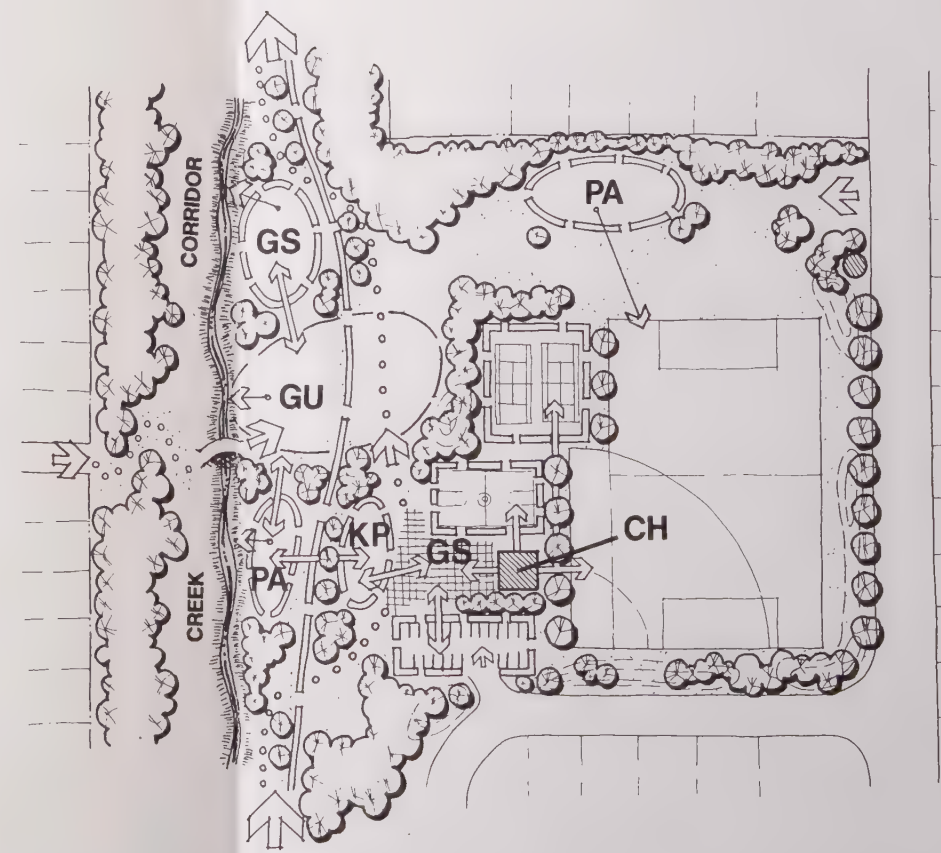
-  FOOT PATH
-  BIKE PATH
-  MIXED USE TRAIL
-  BUS STOP
-  GU GENERAL USE / OPEN SPACE
-  GS GENERAL SEATING AND LANDSCAPED AREA
-  PG PLAYGROUND
-  KP KIDS PLAY
-  PA PICNIC AREA
-  CH CLUBHOUSE/RESTROOMS/ GYM/STORAGE
-  LINK BETWEEN ACTIVITIES
-  VISUAL LINK



NEIGHBORHOOD PARK (5-10 ACRES)



NEIGHBORHOOD PARK AND ELEMENTARY SCHOOL SITE (10 ACRES)



NEIGHBORHOOD PARK ADJACENT TO CREEK CORRIDOR (5-10 ACRES)

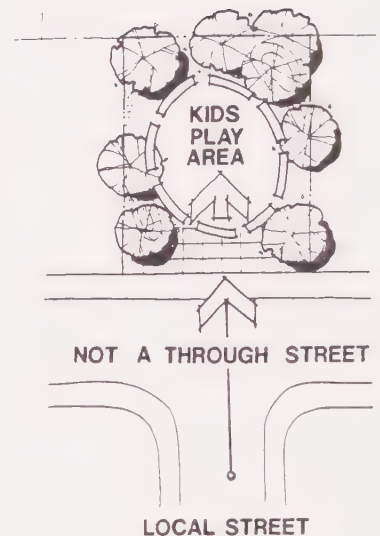
FIGURE 23

Pocket park locations are also shown on Figure 22: Park and Trail Concept Plan. These smaller parks will meet many of the same resident needs as neighborhood parks but will not include formal playing fields. Without playing fields, pocket parks can be bounded by housing on three sides since the park activities will be more compatible with private yards. A landscape buffer is still recommended for privacy. One street edge is desirable so that a school bus stop could be located here, allowing children to disperse along sidewalks or trails or parents and children to meet in a pleasant location. It is preferable that these parks are located along the off-street trail system, wherever feasible.

Tot lots, described more fully in Table 6: Park Characteristics are alternative park types which would occupy a small parcel in the midst of housing. Wherever feasible, the tot lots should be located on local streets with no through-traffic. Their locations are not designated on any map in the Specific Plan but they should be built where local needs cannot readily be met by neighborhood or pocket parks.

The off-street trail system is an desirable feature of the Dougherty Valley community. It offers residents the opportunity to walk, bicycle, rollerskate or otherwise travel along a route with no vehicular traffic. With this alternative and sidewalks, a network of more direct routes between homes and between neighborhoods can be created. These trails also form part of the overall valley network of pedestrian circulation routes.

As landscaped pathways averaging six (6) feet wide, the trails should connect with either streets or cul-de-sacs at least every 400 feet to allow houses to share sideyard boundaries with them and allow for surveillance and sharing of the neighborhood responsibility for self-policing these areas. Paths that meet these requirements rarely engender the problems sometimes associated with secluded off-street trails because they would be actively used by and visible to many residents.



**TABLE 5:
DOUGHERTY VALLEY
PARK ALLOCATIONS**


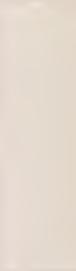

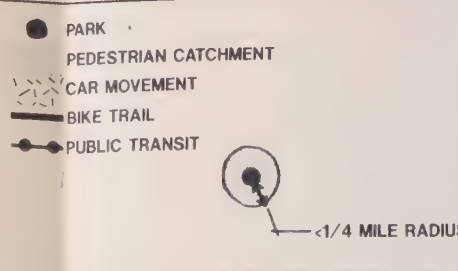

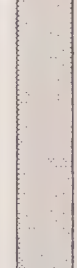


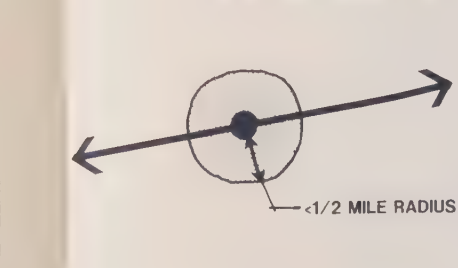

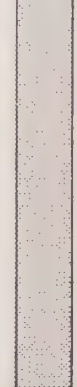


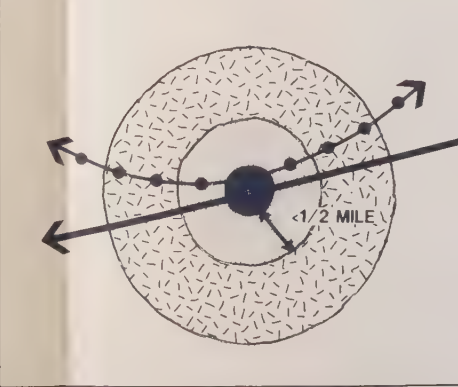





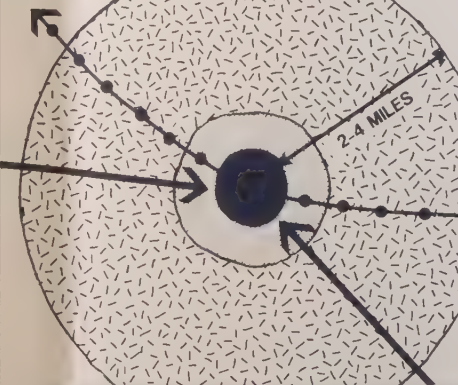


PARK TYPE	SITING	PARK SIZE	TOTAL NUMBER OF PARKS	TOTAL ACREAGE (FOR ENTIRE COMMUNITY)
"Tot Lots"/small Pocket Parks	<p>A basic allocation of 2,000 to 5,000 sq. ft. "tot lot" per:</p> <p>100 units in SM 150 units in ML 250 units in MH</p> <p>See additional criteria below.*</p>	2,000 - 40,000 sq. ft.	Variable	6 Acres (Variable)
Pocket Parks	According to Figure 22	1-4 Acres	12	12-48 Acres
Neighborhood Parks	According to Figure 22	5-10 Acres	13	65-130 Acres
Community Park	According to Figure 22	72 Acres	1	72 Acres

* Additional Criteria for "Tot Lot" Allocation:

- Pocket parks and neighborhood parks within the residential area can be considered to offset, on a one to one basis, the specified number of "tot lots."
- "Tot lots" should not be within 500 feet of each other or other parks. In higher density areas this may make it necessary to construct larger "tot lots" in order to meet the specified level of provision. The maximum size for an individual facility should be 40,000 sq. ft.

Source: PBR, March 1992

**TABLE 6:
DOUGHERTY VALLEY
PARK CHARACTERISTICS**

A. PARK TYPE:	B. SIZE:	C. FACILITIES:	D. MODES OF ACCESS:	E. PRIMARY MODE:			F. MOVEMENT/CATCHMENT:	G. USERS:	H. TIME OF USE		I. ANCILLARY ACTIVATING FEATURES:	J. RELATIONSHIPS TO SURROUNDINGS:	K. CHARACTER:
				Ped.	Bike/ Trail	Car & Public Trans.			DAY	NIGHT			
"Tot Lots"/Limited Facility Pocket Park	2,000-40,000 sq. ft.	<ul style="list-style-type: none"> Playground equipment (pre-school, school age) Bench area for parents Small green open space (passive activity) 	<ul style="list-style-type: none"> Pedestrian (on street only) 					Local/Less Mobile Use <ul style="list-style-type: none"> Immediate residents Least mobile members of community (seniors, mothers with young kids) 			<ul style="list-style-type: none"> School bus drop off point Post office boxes/mail boxes Newspaper stands 	<ul style="list-style-type: none"> Closely linked to immediate residential: Important to be linked to roads (on corners/between parallel streets) and overlooked by immediate residences and roads Few conflicts between use of park and use of adjacent private space 	<ul style="list-style-type: none"> Subdued, Peaceful
Pocket Park	1-4 Acres	<ul style="list-style-type: none"> Playground equipment Bench/informal picnic area Multipurpose grass area (not for active sport) Character developing feature 	<ul style="list-style-type: none"> Pedestrian/Bike Trail 					<ul style="list-style-type: none"> Local residents Users of trail system 			As above, plus: <ul style="list-style-type: none"> Public phones Childcare/daycare Landmarks/character building elements: (rock outcrops, views, stockponds, springs or created features) 	<ul style="list-style-type: none"> Visible from street Trail link; through movement will offset need to be directly overlooked Possible minor conflict between use of park and use of adjacent private space 	<ul style="list-style-type: none"> Distinct local feature such as natural rock outcrop, viewpoints - or created features Generally passive
Neighborhood Park	5-10 Acres	<ul style="list-style-type: none"> Playground Picnic Area Sports Courts Sports Fields Limited parking Hard surfaced & grassed play areas Landscaped open space Character features Restrooms Possible minor club facilities (scouts, daycare) 	<ul style="list-style-type: none"> Pedestrian/Bike Trail Generates some car movement Public transport destination 					<ul style="list-style-type: none"> Local residents Users of trail system Car/public transportation More mobile users, larger catchment 			As above, plus: <ul style="list-style-type: none"> Transit destination, bus stop Minor club facilities: (neighborhood center/scouts etc.) Schools, Churches Restrooms 	<ul style="list-style-type: none"> Some visibility from street More active sport and users from wider area potentially greater conflict between park use and use of adjacent private space If backyards abut park (undesirable), a buffer will be needed 	<ul style="list-style-type: none"> Character representative of the neighborhood More active
Community Park	72 Acres	<ul style="list-style-type: none"> Playground Picnic Area Sports Courts Sports Fields Parking Landscaped open space Character features Community Center Outdoor performance area Special rec. facility (golf, boating, swimming, etc.) 	<ul style="list-style-type: none"> Pedestrian/Bike Trail Major public transport destination Generates considerable car movement 					"Destinations" Generate Movement <ul style="list-style-type: none"> Local residents Car/other forms of transportation Whole community 			As above, plus: <ul style="list-style-type: none"> Community center Special recreation facilities: (gym, pool, lake, etc.) Snack bar 	<ul style="list-style-type: none"> Largest scale activity and most "public" of parks Conflict with use of adjacent private space: backyards should not abut park wherever possible Next to major commercial, office and higher density housing of village center 	<ul style="list-style-type: none"> Character relating to and reflective of the whole community Active

e. Village Center

The ultimate program for and composition of the Village Center cannot be determined at this time, but with its placement in the valley, and proposed uses the Village Center should play a key role as the heart of community life:

- **It should be a convenient, concentrated center for community life.** Accessible by all available modes of transportation, the Village Center should be planned as a concentration of community and commercial activities. It should be organized as a distinctive urban form which acknowledges its Bollinger Canyon Road address but orients diversionary activities, such as restaurants, toward Alamo Creek and the Community Park. Larger scale uses and parking areas should be oriented toward Bollinger Canyon Road and smaller scale uses and pedestrian areas towards the middle of the Village Center and towards the Community Park. Sidewalk widths in this area should be generous in width, six (6) feet or wider to accommodate higher expected pedestrian volumes. Trails connecting the Village Center with adjoining housing and housing across the Community Park should be provided.
- **It should reflect a strong sense of local, distinctive character.** In keeping with the more urban pattern of buildings, streets and pedestrian areas that is recommended, a common architectural theme should be implemented for the retail buildings, community structures and facilities in the Village Center. This will create a unified identity for the Village Center and Dougherty Valley as a whole. Signature architecture is encouraged at key locations to establish Village Center identity. A complementary landscape scheme should prevail throughout for plant materials, street/plaza furniture and lighting. Similarly, a signage program should be implemented for the entire Village Center for directional and commercial signage. A public art program should be implemented within the Village Center and the adjacent Community Park, including design and construction of one or more significant water features reflective of the center's location at the confluence of the branches of the Alamo Creek.
- **Its built environment should reflect its natural setting and relationship to the Community Park.** The siting and design of buildings should shape the pedestrian areas and focus long range views on landscaped or natural scenes. Conversely, landscape

treatment of the creek corridors should reach into the Community Park and Village Center to link the landscape theme of all three areas. This will bring reminders of the nearby more natural environment into the more intensively built Village Center. The transition from the Village Center hardscape (such as plazas) to Community Park softscape (such as picnic areas) should blend the types of places rather than accentuate differences. The appearance of the Village Center should be attractive and enticing from all primary public vantage points.

The most fine-grained retail area, oriented around a central street or a plaza, should locate building facades at the sidewalk or plaza edge to sculpt the pedestrian area. This will offer the shoppers or passersby an intimate setting and changing street scenes. Also, restaurants' or shops' doors or windows should orient to the street scene, creating a gentle transition between indoor and outdoor activities. Pedestrian spaces should invite walking and lingering as should street furniture which should be available but not an obstacle to circulation.

- **Its site planning and design should be able to accommodate greater building intensity and housing density than currently planned without diminishing the value of pedestrian areas.** The Dougherty Valley Specific Plan allows for substantial increases in the density and intensity of the Village Center development. It has been designated for multiple family residential high density (MH) and as a receiver site for residential units transferred from other locations in the valley. Its non-residential building program allows multi-story mixed uses, ranging from retail to office, to large scale commercial.

It is desirable to allow for the Village Center's intensification so that it could become a more urban core. Nonetheless, the character and desirability of adjoining and internal public spaces such as plazas and sidewalks should be maintained, regardless of the scale of development. Initial design of the sidewalks, plazas and other public spaces should take into consideration the potential growth of the area.

f. Commercial Sites

In those neighborhoods nearest the two small commercial sites, neighborhood identity and the focus of activity may be oriented toward the shops and the associated social interaction that will take place

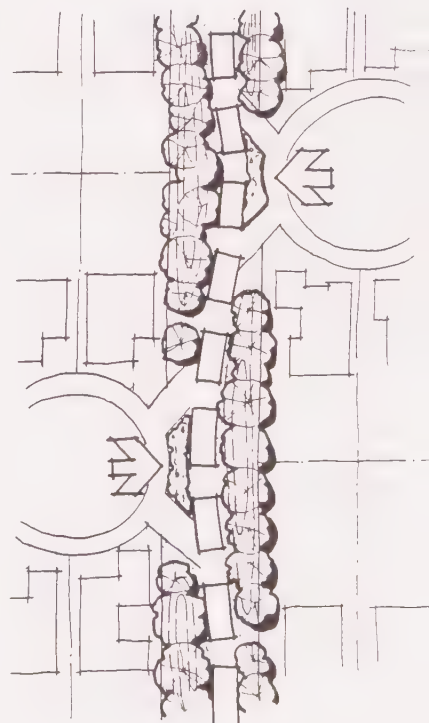
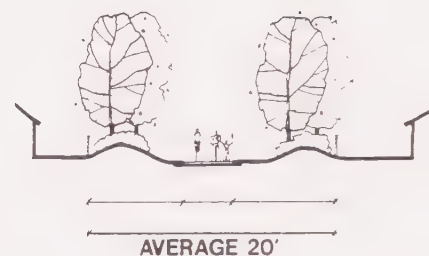
there. To ensure that the residential and commercial uses are compatible, a pleasant, landscaped edge should be provided on the commercial site. Storage, mechanical equipment and loading activities should be sited to have the minimum impact on adjacent homes. Landscaped and paved pathways should be provided linking the housing and retail rather than allowing dirt paths to be created. On the two smaller commercial sites, buildings not parking or signage should form the street corner. A architectural theme that is compatible with surrounding residential architecture should prevail on each commercial site.

g. Neighborhood Character

Creating attractive, well-defined neighborhoods is an overriding objective of the Dougherty Valley Specific Plan. The site has been planned to define each housing area by its boundaries and its focal points for social interaction. Housing areas throughout are bounded by open space or creek corridor and/or major streets. Within each area is a central elementary school and/or park. Residents of each area will come to identify their neighborhood by these common physical characteristics ("we live on the golf course") and will form association with each other at the neighborhood school or park ("I live in the Crescent Park neighborhood"). The proposed phasing of the development overall (see Chapter 13: Implementation) reinforces this definition and formation of neighborhoods in Dougherty Valley.

The volume of earth moved for cut and fill should be minimized and its movement weighed against visibility and aesthetic considerations. The grading for siting of homes should reflect the contours of the land, using terracing at graceful intervals and blending graded areas back into natural contours, wherever feasible. No cut or fill slopes should be steeper than a 3:1 gradient. An exception is the median between split levels of a roadway, where a maximum 2:1 slope will be allowed. In residential areas, these can then be used for off-street trails and/or as a friendly rather than abrupt backdrop for parks, roads or other landscaped areas. These more gradual 3:1 slopes will allow easier revegetation and maintenance of the areas.

Other finer grained characteristics of desirable neighborhoods are called for in the Plan. The trail system that weaves through the neighborhoods serves local needs and puts most neighborhood destinations within walking distances for residents. These off-street trail corridors should be an average of 20 feet wide. Busstops are planned in conjunction with neighborhood and pocket parks where



possible. This will allow for newspaper stands and the like, another reason for a neighborhood walk and the ensuing social interaction.

On the edges of neighborhoods, where housing meets open space areas, landscaped buffer zones are called for. Because of the valley's natural characteristics, these should be specialized buffer zones which act as firebreaks. A minimum width of 50 feet, they will vary based on topographic considerations. A vegetation management plan which establishes appropriate types of native and non-native landscaping should be prepared along with an emergency and maintenance access plan to ensure public safety.

h. Neighborhood Streets

The urban design character of residential streets has a strong influence on neighborhood character. As the street sections in Chapter 6: Circulation indicate, landscaped parkways between the curb and sidewalk are required on all streets including local streets in single family detached residential areas except those locations noted in the Community Design Handbook. This affords each neighborhood the beauty and seasonal character of tree-lined streets and creates the sidewalks as a safe domain removed from vehicular traffic. Where appropriate, parallel on-street parking will be allowed, further buffering pedestrians from moving traffic. Tree planting in the parkways is subject to the guidelines set forth in the Community Design Handbook. Rural street standards with no developed concrete sidewalks will be permitted where appropriate.

Another streetscape characteristic that influences the desirability of neighborhoods is the relationship of rows of houses to the street. More detailed site planning for Dougherty Valley neighborhoods should minimize the repetitious rows of similar housing types. Guidelines about minimizing residential garage frontage, varying housing setbacks on each block and the orientation of multiple family housing structures to the street are addressed in the Community Design Handbook.

The Community Design Handbook (which will be provided under separate cover) will address the preceding general urban design guidelines in greater detail and will provide comprehensive site planning, landscape and architectural guidelines for Dougherty Valley.

Growth Management



11. GROWTH MANAGEMENT

***Growth Management Goal:** Plan for phased development of Dougherty Valley such that each phase can meet infrastructure level of service and performance standards.*

***Policy GM-1:** Provide the appropriate and necessary public facilities and traffic levels of service to meet County standards for protecting public health, safety and welfare.*

a. Growth Management Objectives

***Policy GM-2:** Allow phased development of Dougherty Valley when each phase can meet infrastructure level of service and performance standards.*

Contra Costa County embraces the philosophy that growth must be balanced with the provision of services. The County's Growth Management Program ensures that the service levels and quality of life for current and future county residents can be preserved. By adopting and implementing the Growth Management Program, the County has established a comprehensive, long-range program that will match the demands for public facilities and infrastructure generated by new development, with plans, capital improvement programs, development mitigation programs, and financing mechanisms to supply the facilities.

Specifically, the Growth Management Program provides for a countywide Comprehensive Transportation Plan. It also establishes a process to manage the impacts of growth in Contra Costa County. The County's Growth Management Program consists of the following objectives many of which have been or are being achieved by the County, independently from this Specific Plan:

- Incorporate a growth management element into the General Plan that defines a process for regulating growth;
- Adopt and apply traffic level-of-service standards to base routes within the County's roadway network system;
- Adopt performance standards for evaluating the provision of police, fire, parks, water, flood control, and sanitary sewer facilities in proposed projects;

- Adopt and implement a transportation systems management ordinance;
- Establish development mitigation and fee programs to ensure that new development pays its share of necessary public services;
- Adopt a seven-year capital improvement program that list projects, their costs, and funding mechanisms; and
- Address housing options and job opportunities at the local, regional, and countywide level.

As shown in this Specific Plan, Dougherty Valley major streets have been planned to meet necessary traffic levels of service in accordance with the Growth Management Program's now-established requirement. The implementation of Dougherty Valley streets will add links in the network of major thoroughfares in this part of the county. Similarly, new infrastructure for water, water reclamation, sewer, storm drainage, electricity, natural gas communications and fire and police protection have been planned herein to meet Dougherty Valley needs without diminishing service standards or supply below County Growth Management performance standards. The two development agreements will address how a TSM program for Dougherty Valley is to be carried out and associated financial analysis will describe public improvement projects, their costs and funding.

Lastly, as Chapter 5: Housing Characteristics indicates, a primary benefit of Dougherty Valley Plan is the provision of a wide array of housing opportunities, for all household levels of income, that are close to many workplaces.

The Dougherty Valley Specific Plan is consistent with and supportive of the requirements of the County's Growth Management Element. Achievement of growth management standards will be monitored as implementation of the plan proceeds.

Relationship to the General Plan



12. RELATIONSHIP TO THE GENERAL PLAN

The Contra Costa County General Plan 1990-2005 (January 29, 1991) has been amended by the Dougherty Valley General Plan Amendment.

The Dougherty Valley Specific Plan is consistent with and facilitates implementation of the goals and policies of the Contra Costa County General Plan as amended. The Specific Plan offers refinements to the General Plan, providing clarity and guidance towards the achievement of a new community vision. This section lists the relevant Contra Costa County goals, policies and corresponding Dougherty Valley goals and policies. It demonstrates how the proposed Dougherty Valley Specific Plan is consistent with the County General Plan. Below is a brief description of the complementarity between the goals of the County and the Dougherty Valley Specific Plan.

The Dougherty Valley Specific Plan represents a vision for a new residential community, which responds to the strategic regional location of the Dougherty Valley, immediately accessible to numerous job sites and to two major nearby employment centers, Bishop Ranch in San Ramon and Hacienda Business Park in Pleasanton. The Specific Plan policies provide for the development of a new community that incorporates a diversity of housing opportunities that respond to regional housing needs, encourages the use of alternative modes of circulation and preserves and makes available for public use large open spaces that contribute to the developing regional open space network.

a. Land Use Element

The County General Plan, as amended by the Dougherty Valley General Plan Amendment, offers direction for the location, distribution, type and extent of land uses including the open space areas of the plan. The proposed locations of residential, commercial, open space and community facilities are outlined.

Consistent with the County General Plan, the Dougherty Valley Specific Plan proposes a residential community which contributes to a balance of land uses within both the regional and local context. Dougherty Valley responds to the need of future projected population increase within Contra Costa County by converting areas of diminished agriculture importance into a mixture of residential, community, commercial, office and open space uses. The higher density core of the development occurs in the flatter part of the site, supporting transit

oriented facilities, while providing an active, diverse center for the community. Open space uses occur around the perimeter of the site, limiting intrusion of development into these natural areas.

b. Housing Element

The goals and policies included within the Housing Element of the County's General Plan are aimed at increasing housing opportunities, as well as variety in the stock of affordable housing. The Dougherty Valley Specific Plan provides for a wide range of housing types and densities. A diversity and range of housing types are accommodated by providing areas of varying densities which have been located in consideration of the natural terrain. The natural features of the site suggest that the higher density, more intensive land uses such as multiple family housing and retail would best be accommodated along the flatter, more central valley areas. The less intensive single family estate lot land uses would be dispersed into the gentler sloping areas in conjunction with enhanced landscaping to provide shade and screening. These plans propose a total of 11,000 dwelling units to be built in Dougherty Valley, encouraging the production of balanced, affordable housing. This plan commits to provide 25 percent of the housing units as affordable to low and moderate income families.

c. Circulation Element

The basic circulation system for the area is discussed in the Contra Costa County General Plan. This Specific Plan adds detail providing for efficient safe vehicular circulation and policies aimed at developing and encouraging the use of alternative modes of transportation. A corridor for potential future light rail transit is included in the plan, along with an extensive network of trails for pedestrians, bicyclists and equestrians. The Specific Plan locates many of the activity centers, schools, parks and the Village Center, along the creek trail system, to provide Dougherty Valley residents an attractive and efficient alternative to driving.

d. Open Space and Conservation Element

The County General Plan provides for an extensive trail system and open space network through Dougherty Valley. The Dougherty Valley Specific Plan calls for an open space corridor along Alamo Creek and the preservation of a wide swath of open space through the Dougherty Hills and the westerly ridge bordering the site. Overall, approximately 55 percent of the land area is set aside in the Dougherty Valley Specific Plan as open space, primarily along the perimeter ridges which enclose and give form to the valley and along the widened creek corridors. The ridge areas offer opportunities for extension of regional open space corridors. The Contra Costa County General Plan states policies for protecting major scenic ridges. The Dougherty Valley Specific Plan conforms with this requirement and provides additional opportunities for public outdoor recreation.

The policies of the Contra Costa County General Plan call for increased opportunities for public accessibility and recreational use of creeks, streams and drainage channels, integrating new development while incorporating visual amenities. The Specific Plan additionally provides for a comprehensive creek enhancement and restoration program which includes the main branches of Alamo Creek, as well as most of its smaller tributaries. Trail systems are planned along ridgetops and through the primary creek corridors.

e. Public Services/Facilities

The Specific Plan provides for the development of four elementary schools, two middle schools, one high school and a community college. Civic uses, including a community center, senior center, library, fire station and police substation are also located within the Village Center. The County General Plan provides the sanctions for these facilities.

The following table shows various ways in which Dougherty Valley Specific Plan Goals implement the County General Plan.

CONTRA COSTA COUNTY GENERAL PLAN GOALS & POLICIES	DOUGHERTY VALLEY SPECIFIC PLAN GOALS
<p>LAND USE (pg. 3-43)</p> <p>3-A. Coordinate land use with circulation, development of other infrastructure facilities and protection of agriculture and open space and allow growth and the maintenance of the County's quality of life. In such an environment all residential, commercial, industrial, recreational and agricultural activities may take place in safety, harmony and to mutual advantage.</p>	<p>LAND USE GOAL:</p> <p>Establish an attractive residential community that complements surrounding communities including Danville and San Ramon and responds to regional conservation and development opportunities.</p>
<p>HOUSING</p> <p><u>Adequate and Affordable Housing</u> (pg. 6-106)</p> <p>6-B. To make available a wide range of housing types and residential densities to meet the needs of all age groups and household sizes within Contra Costa County's population.</p>	<p>HOUSING GOAL:</p> <p>Provide a wide range of housing types and densities to meet the diverse needs of all age groups and household sizes.</p>

CONTRA COSTA COUNTY GENERAL PLAN GOALS & POLICIES	DOUGHERTY VALLEY SPECIFIC PLAN GOALS
<p>TRANSPORTATION AND CIRCULATION (pg. 5-22)</p> <p>5-A. To provide a safe, efficient and balanced transportation system.</p> <p>5-C. To balance transportation and circulation needs with the desired character of the community.</p>	<p>CIRCULATION GOAL:</p> <p>Establish a circulation system that creates an adequate major street system while maintaining a residential neighborhood scale street system.</p>
<p>OPEN SPACE (pg. 9-4)</p> <p>9-A. To preserve and protect the ecological, scenic and cultural/historic and recreational resource lands of the County.</p> <p>CONSERVATION (pg. 8-3)</p> <p>8-A. To preserve and protect the ecological resources of the County.</p>	<p>OPEN SPACE & CONSERVATION GOAL:</p> <p>Establish a system of open space which improves ecological values, provides recreational opportunities, enhances the character of the region and contributes to a high quality of life in and around Dougherty Valley.</p>

CONTRA COSTA COUNTY GENERAL PLAN GOALS & POLICIES	DOUGHERTY VALLEY SPECIFIC PLAN GOALS
<p>PUBLIC FACILITIES & SERVICES (pg. 7-4)</p> <p>7-A. To give a high priority to funding quality civic, public and community facilities which serve a broad range of needs throughout the community.</p>	<p>COMMUNITY FACILITIES & SERVICES GOAL:</p> <p>Provide necessary community facilities and ensure adequate provision of services to accommodate the changing needs of the Dougherty Valley community.</p>
<p>LAND USE (pg. 3-43)</p> <p>3-F. To permit urban development only in locations of the County within identified outer boundaries of urban development where public service delivery systems that meet applicable performance standards are provided or committed.</p>	<p>UTILITIES GOAL:</p> <p>Provide the necessary additional utilities and public services to meet the needs of the future population of Dougherty Valley while meeting applicable County standards.</p>

CONTRA COSTA COUNTY GENERAL PLAN GOALS & POLICIES	DOUGHERTY VALLEY SPECIFIC PLAN GOALS
<p>LAND USE (pg. 3-43)</p> <p>3-C. To encourage aesthetically and functionally compatible development which reinforces the physical character and desired images of the County.</p> <p>3-J. To encourage a development pattern that promotes the individuality and unique character of each community in the County.</p>	<p>COMMUNITY DESIGN GOAL:</p> <p>Design Dougherty Valley to be attractive and function well in its natural setting. Provide diverse lifestyle opportunities and create a strong sense of community for residents of and visitors to the Valley.</p>
<p>GROWTH MANAGEMENT (pg. 4-5)</p> <p>4-A. To provide for the levels of growth and development depicted in the Land Use Element, while preserving and extending the quality of life through the provision of public facilities and ensuring traffic levels of services necessary to protect the public health, safety and welfare.</p>	<p>GROWTH MANAGEMENT GOAL:</p> <p>Plan for phased development of Dougherty Valley such that each phase can meet infrastructure level of service and performance standards.</p>

Implementation



13. IMPLEMENTATION

a. Introduction

This section of the Dougherty Valley Specific Plan sets forth key measures that should be taken to implement the Plan. It defines county processing steps, the overall approval process and development review. It addresses phasing of key public and private improvements. The principles guiding the preparation and monitoring of a financing plan are outlined.

b. County Processing

Following adoption by the Contra Costa County Board of Supervisors of the Dougherty Valley Specific Plan the following actions shall be taken (not necessarily in the order listed):

(1) Development Agreements

Windemere Ranch Partners and Shapell Industries will separately enter into Development Agreements with Contra Costa County. Each document will include the Community Design Handbook. The Board of Supervisors will adopt the agreements either by resolution or ordinance.

California counties have been authorized by the State Legislature to enter into development agreements. The County administrative procedures allow for development agreements and establish procedures for their adoption and monitoring. Contra Costa County intends to enter into two such agreements with the landowners, one with Shapell Industries and the other with Windemere Ranch Partners. The Development Agreements establish covenants, conditions, regulations and procedures which control plan area development. The Agreements provide for the construction and dedication of infrastructure, parks and open space, community facilities and for the funding of those items and the payment of development fees.

Through the development agreements, the landowners will gain a vested right to develop the subject properties to the density and intensity and for the types of uses specified in the Dougherty Valley Specific Plan provided that the terms and conditions of the agreements are satisfied. In exchange, the County will receive benefits which would not otherwise be obtainable. These benefits include a comprehensive plan for developing the entire plan area and investment in project-wide and off-site infrastructure improvements, land dedications and community facilities which would not occur without assurance that the Plan can ultimately be implemented.

The Development Agreements also include provisions which govern such issues as assignment of rights and obligations, amendment and modification, default and termination, and procedures for an annual review by the County of the landowners' compliance with their Development Agreements.

Community Design Handbook, providing design review procedures as well as siting, landscape architectural and architectural guidelines for all aspects of Dougherty Valley will be prepared as an exhibit to the Development Agreements. They will expand upon the broad policies and guidelines in Chapter 10: Community Design for the Specific Plan to address the specific character of all streets, parks/open space and public gathering places or facilities. Specific site planning standards for each type of land use will be included. Architectural treatment of any structures, such as communities, cities or churches, likely to have a significant impact on neighborhood or community character should be set forth. In addition, projectwide signage, street landscaping, community and neighborhood entries, and public art should be addressed. The guidelines will be comprehensive enough to ensure that the community has a coherent identity and consistent quality without precluding the opportunity for a variety of design solutions.

(2) LAFCo Application for Reorganization

Upon adoption of the Dougherty Valley Specific Plan, the Board of Supervisors will initiate an application for a boundary reorganization to the Local Agency Formation Commission. This reorganization request will include proposal for boundary changes for all urban service districts necessary to serve Dougherty Valley. This application will also include proposed changes to the spheres of influences for those urban service districts. Additionally, the application will provide an Augmented Plan for Providing Services outlining how services will be provided to the area.

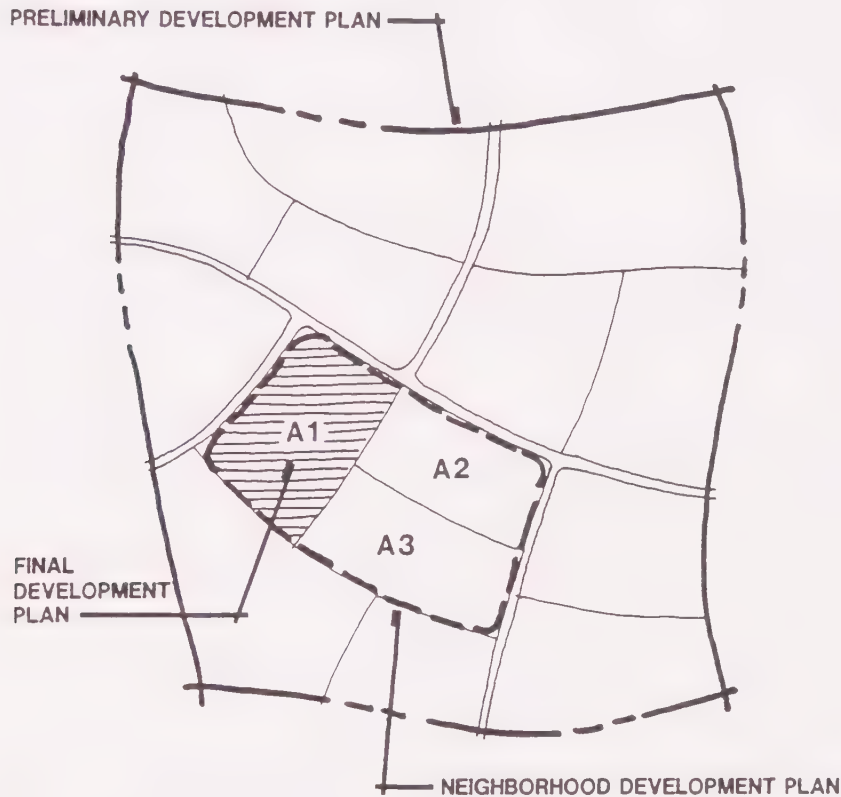
(3) Rezoning

The Windemere and Shapell properties shall each be rezoned to the Planned Unit District (P-1) zoning category. This zoning will be developed to be consistent with the Dougherty Valley Specific Plan and will provide added detail regarding the land uses proposed in the project.

(a) Preliminary Development Plan

The Rezoning to P-1 will be concurrent with approval of a Preliminary Development Plan for each property as defined in the County Code and is to be reviewed by the County Planning Agency.

The Preliminary Development Plans will illustrate in greater detail than the Specific Plan, information about the land use, circulation for each property including, but not limited to landscape, grading, utilities, architectural forms and phasing.



In general, the process follows the P-1 Planned Unit District approval process. Pursuant to Article 84 of the Contra Costa County Code: Planning and Zoning, Dougherty Valley will be regulated as a P-1 Planned Unit District, or "large-scale integrated development", to achieve what is described below in the code:

"The planned unit district is intended to allow diversification in the relationship of various uses, buildings, structures, lot sizes and open spaces while insuring substantial compliance with the general plan and the intent of the county code in requiring adequate standards necessary to satisfy the requirements of the public health, safety and general welfare."

One or more Neighborhood Development Plans should be prepared as part of each Preliminary Development Plan application. However, application for and County consideration of a Neighborhood Development Plan for any given neighborhood may take place after Preliminary Development Plan approval but prior to the approval of the Final Development Plan for any or all of that neighborhood. For purposes of this requirement, a neighborhood is defined as an area of multiple housing types containing one or more neighborhood park, pocket park and/or other significant community facility and generally bounded by major roads, creek corridors and/or major open space areas.

The purpose of the Neighborhood Development Plan is to communicate the overall composition of each neighborhood and ensure that Specific Plan requirements for parks, community facilities, open space and affordable housing are being addressed.

Each Neighborhood Development Plan should be prepared at the same scale as the Preliminary Development Plan, or as determined to be appropriate by the County. A Neighborhood Development Plan should include, but not be limited to:

- Community Design Concept (land uses, circulation)
- Parks and Community Facility Plan
- Affordable Housing Strategy
- Landscape Concept (for streetscapes, parks and open space)

Neighborhood Development Plans are to be consistent with the other plans required with the Preliminary Development Plan application such as the circulation, grading and open space management plans and any other required plans.

Before any development occurs in the Village Center a Village Center Neighborhood Plan is required. The Village Center of Dougherty Valley is an important and unusual place in which Dougherty Valley can be a special place, for both residents and visitors. The mix and intensity of uses permitted in the Village Center are unique to the Plan and require careful planning to ensure the success of the multiple uses envisioned there. For these reasons, a Village Center Neighborhood Plan is required.

The Village Center Neighborhood Plan must integrate the horizontal and vertical relationships between the housing, retail, offices and community facilities proposed. Vehicular and non-vehicular circulation routes and destinations such as plazas, a transit center or parking lots must be thoroughly planned. In addition, the relationship between all of these more urban activities and the spectrum of recreational activities proposed for the adjoining community park must be resolved in a way that is mutually beneficial. This collection of uses must in turn be linked effectively to all surrounding uses.

(b) Final Development Plans

Following the Preliminary Development Plan, Final Development Plans will be prepared for portions of each property. Each Final Development Plan will include the information required by the County Code and is to be reviewed by the County Planning Agency.

(4) Dougherty Valley Tentative Subdivision Map and Final Subdivisions Maps

Many of the key objectives of the Dougherty Valley Specific Plan will be achieved through the Subdivision process, including:

- creation of new legal parcels to conform to the new land use pattern designated in the Specific Plan;
- installation of public improvements and development of open space necessary to serve the development; and
- dedication of lands; and
- provision of community facilities.

The subdivision process is governed by Government Code 66410 et seq. and County regulations, as attached to the Development Agreement. The approach for subdividing the Dougherty Valley plan area involves initial submittal by each landowner of a Tentative Subdivision Map (which may be a Vesting Tentative Map) for their entire property, subject to extensive conditions. As explained in the Development Agreement, multiple Final Subdivision Maps may then be filed on smaller phases of the project to relate more to market demand. In order to create lots and condominium units, the Tentative Subdivision Map may be amended by Subsequent Tentative Subdivision Maps submitted for smaller subdivisions so long as they conform to the Final Development Plan.

(5) Geological Hazard of Abatement Districts (GHAD)

State law makes provision for the establishment of Geological Hazard Abatement Districts. These districts provide a mechanism for funding any preventative maintenance or remedial work that might be required due to landslides or other designated geologic hazards within open space or in graded areas after a project is constructed. The Board of Supervisors can establish this district without application to any other agency after appropriate formation hearings. The boundary of this district(s) shall be based on the area to be developed and on the determination on how open space lands are to be handled by the GHAD.

(6) Erosion Control Plan(s)

Baseline site studies should include preparation of creek restoration or alteration plans necessitated by the Dougherty Valley Specific Plan. These plans are necessary to finalize storm drainage plans, creek revegetation plans and erosion control/channel stabilization plans for creeks central to the plan area, as well as maintenance plans for creek corridors and data needed for the required NPDES permit. They also set the parameters for the landscape plans for each of the segment of the riparian corridors which will serve multiple roles in drainage conservation, recreation, circulation and visual character.

For those creeks intended to simulate natural creek conditions, proper grading should yield a range of ecosystems, including freshwater marsh, low-elevation riparian, high-elevation riparian and oak-wooded ecosystems can be planted and sustained.

The plan provides for hydraulic/hydrology analysis at time of project application to reduce off-site transport of silt materials from project sites. A construction-phase erosion control plan which specifies erosion control measures to reduce short-term erosion problems should to be prepared and reviewed by Contra Costa County and other applicable agencies. This plan should address:

- Location of all areas where vegetation will be removed.
- Methods of stabilizing these areas.
- Location of areas to be revegetated and types, quantities, and methods of seeding, mutating, planting, fertilizing, and irrigation of planted areas.

- Methods to reduce runoff across cut-and-fill slope and other graded areas.
- Location and functioning of sediment traps and debris basins. Method of using the proposed detention basins as sediment traps during construction. Provision for removing sediment following construction, disposal locations, and provision for long-term maintenance. Location and type of temporary measures such as hay bales, earth berms, sand-bagging, or silt fences should be specified.
- Schedule for implementation such that all erosion control measures will be installed and maintained throughout the rainy season of each construction year.

Establishment of the most appropriate restoration and protection for specific habitat needs throughout the creek corridors within the valley should be coordinated with regulatory agencies such as the California Department of Fish and Game, the U.S. Army Corps of Engineers and the managing agency of the creek trails. These plans shall be required as a part of the Final Development Plan submittal or with Tentative Maps for adjacent properties, as deemed appropriate by County staff.

The erosion control plans shall provide a set of goals for the grading, stabilization and revegetation plan and a program to achieve those goals. The plan should include species lists, planting density and irrigation requirements as well as long-term monitoring and maintenance programs. In addition, the plan must integrate limited public access with wildlife protection needs.

The ongoing active deepening and widening of the Dougherty Valley creeks must be stopped. The large-scale creek restoration plan described in Chapter 7: Open Space and Conservation includes channel stabilization.

(7) Affordable Housing

The Dougherty Valley Specific Plan proposes to achieve a private/public partnership for affordable housing through the following innovative programs:

- The property owners will contribute land from their developable acreage for the affordable units, thereby reducing the size of the market rate project.

- The property owners will also provide 25% of the units developed on the site as affordable housing units as required under their 1990 Development Agreements with the County of Contra Costa.
- The affordable unit count achieved in Dougherty Valley could be shared between the jurisdictions of Contra Costa County, the Town of Danville and the City of San Ramon, to be allocated towards meeting their HDC share, as described by ABAG.
- Each infrastructure jurisdiction which supplies Dougherty Valley with sewer, water, reclaimed water, fire services, police services, school, park, etc. would be encouraged to waive all or portions of their fees towards the affordable housing units, Costs would thereby be redistributed over the entire service jurisdiction rather than charging the new Dougherty Valley residents only, a more equitable solution.
- The County and other regulatory agencies would support the allocation of preferred loans from the federal government (HUD) and other agencies to the developers building affordable housing within Dougherty Valley.
- Innovative design approaches to the construction of affordable housing would be allowed for within the design guidelines, permitting and approval processes regulated by the local agencies.

(8) Long Term Management of Facilities

- ***Contra Costa County***
Contra Costa County will provide the majority of public services to the Specific Plan area, including: sheriff, parks, streets and roads, median landscaping, street lighting, storm drainage and general government services.
- ***Lighting and Landscaping District***
A lighting and landscaping district(s) will be formed to manage and fund the maintenance of pedestrian paths, street landscaping and selected open space areas.

- ***Property Owners Association***
Property owners associations may be created in some neighborhoods to manage and fund the maintenance of private open space, recreational facilities, fuel modification zones adjacent to open space and street landscaping along private roads.
- ***East Bay Municipal Utilities District***
It is anticipated that EBMUD will provide water service to the Specific Plan area and reclaimed water as found in the Memorandum of Understanding between EBMUD and CCCSD.
- ***Central Contra Costa Sanitary District***
CCCSD is the preferred provider of sanitary sewer services to the plan area.
- ***Dublin San Ramon Services District***
It is anticipated that DSRSD, in cooperation with EBMUD, will provide reclaimed water to the Specific Plan area.
- ***Contra Costa County Flood Control District***
The Flood Control District will assume responsibility for maintaining the regional detention basins and creek flood basins in the plan area following improvements made to the District's specifications.
- ***Geologic Hazard Abatement District(s) (GHAD(s))***
One or more GHAD will be established to fund preventative maintenance or remedial work in areas subject to geologic hazards in Dougherty Valley.
- ***San Ramon Valley Fire Protection District***
It is expected that Dougherty Valley will be protected by the SRVFPD.
- ***San Ramon Valley Unified School District***
Through either developer or state financing the schools to serve the Dougherty Valley will be provided.
- ***Pacific Gas and Electric***
PG&E will provide gas and electric services to the Specific Plan area.
- ***Pacific Bell***
Pacific Bell will provide telephone service to Dougherty Valley residents and business.

c. Other Implementation Measures

The implementation of development plans will be regulated by the foregoing typical County process. This section specifies those implementation measures not fully or explicitly addressed by the typical county process which nonetheless are of importance to Dougherty Valley. These are intended to ensure interim and lasting quality of development in Dougherty Valley.

(1) Wetlands Delineation and Related Permits

A detailed multi-parameter wetland delineation should be completed for the entire Specific Plan area. A report, map, and data sheets should be submitted to the United States Army Corps of Engineers (COE) for verification. Any necessary filling requires appropriate permits and agreements from both the Corps of Engineers (Section 404 permits) and the California Department of Fish and Game (Streambed Alteration Agreements). A wetlands mitigation plan addressing the agency's no net loss policy must be submitted as part of the permit application.

(2) Land Transfer of Major Public Open Space Areas

Numerous actions are recommended to realize the wide range of opportunities for recreation and conservation described in the Open Space system. Its implementation is crucial to the plans success.

The perimeter ridges comprise over 2,000 acres of land extending from north to south on either side of Dougherty Valley. To be effectively managed and accessible to the greater public for recreational use, large, contiguous open space areas should be entrusted to a public agency with the resources and authority necessary to undertake this significant responsibility. Such open space may be managed in part by employing livestock grazing which reduces the risk of wildland fires. After adoption of the plan, the vast open space areas in the Specific Plan should be offered for dedication to the East Bay Regional Park District.

Large areas immediately to the north and south of Dougherty Valley have already been offered or dedicated as regional open space to the East Bay Regional Park District or other public agency. It is important that the transitions to open space at the perimeter of the site maintain a continuous recreational experience. Fences and barriers should be kept to a minimum, even where the open space is managed by different entities, or in different ways by the same agency.

Wherever specific trail alignments in Dougherty Valley meet other open space trail alignments, the two should be planned in concert to connect the regional trail network.

(3) Windemere Parkway Land Transfer

Currently the land in Dougherty Valley is owned by Shapell Industries (2,708 acres), Windemere Ranch Partners (2,379 acres) and the U.S. Army (892± acres) in the pattern shown in Figure 4: Ownership and Easements. The analysis which lead to the proposed Land Use Plan (see Figure 5) resulted in a land use and circulation pattern that is best for comprehensive planning of the valley, but it necessitates a transfer of lands between Windemere Ranch Partners and the U.S. Army at the south end of the valley. The lands subject to this transfer are shown below, wherein Windemere Ranch Partners would acquire about 50 acres of land presently owned by the U.S. Army and the U.S. Army, would acquire about 13 acres of the Windemere Ranch Partners present holdings. There is preliminary and conceptual agreement between Windemere Ranch Partners and the local U.S. Army representatives that this transfer would allow Windemere Parkway to become a logical and effective separator of the residential development in Dougherty Valley and the on-going activities within Camp Parks. This transaction or an alternate plan must be completed prior to design and construction of Windemere Parkway.

(4) Community Facilities

(a) Emergency Services

Interim and ultimate service standards for fire, sheriff and emergency services applicable to Dougherty Valley must be created, as part of the Preliminary Development Plan application. Also, emergency evacuation routes should be planned as part of the Final Development Plan.

(b) Community Park Plan

The centerpiece of the Dougherty Valley park system is the 72 acre Community Park planned next to the Village Center. A concept plan for this park should be part of the Preliminary Development Plan. Final design should be prepared in conjunction with the Village Center Neighborhood Plan.

(5) Financing Plan

A plan which identifies the requirements for financing public improvements will be prepared. Improvements subject to the financing plan include on-site phased improvements benefiting all or portions of the plan area and off-site improvements benefiting Dougherty Valley and other surrounding communities. Depending on the improvement, it will either be paid for entirely by the Dougherty Valley developers (typically on-site) or by multiple developers each contributed their fair share (typically off-site). Those improvements to be financed and performance standards for financing are to be set forth with each Development Agreement. The applications for Final Development Plans are to establish the improvements and financing obligations tied to each property by phase.

d. Phasing

(1) Introduction

The Dougherty Valley Specific Plan is comprised of public improvements including roads, utilities, parks/open space, schools and community facilities as well as private improvements such as homes, stores and recreation facilities. The primary purpose of a Specific Plan phasing strategy is to ensure that those complementary public and private improvements are built in a logical sequence, resulting in viable, high quality development in each phase. The Phasing Plan for each property in for Dougherty Valley is intended to:

- ensure that the community framework which is the backbone of the Plan is realized through the timely provision of public improvement;
- ensure orderly and safe development;
- incorporate into each phase community facilities that make that phase truly viable for its residents; and
- minimize potential conflicts between new development and on-going construction activities.



PHASING PLAN

(2) Public Improvements

There are several types of public improvements to be made. Key public improvements, such as a north-south arterial street connection, are critical to the successful functioning and character of Dougherty Valley in early phases of development and have immediate widespread benefits. Specific phasing requirements will be made for these components as part of the Preliminary Development Plan approvals. Other public improvements, such as neighborhood parks, are only required when associated private development (e.g. nearby homes) are proposed to be built. This ensures that each development phase is accompanied by construction of the public improvements, needed so that each phase (plus development phases completed previously) is self-sufficient and able to stand alone if subsequent development phases are postponed indefinitely. These public improvements therefore have phasing requirements that are linked to private development.

Also, there are other public improvements, such as an outdoor performance plaza in the Village Center, that are desirable but subject to forces outside the regulatory control of a specific plan. Although they are desirable as soon as possible, these are only required prior to project completion, with the understanding that the developers are obligated to make these improvements. All public improvements that affect the quality or functioning of the Dougherty Valley community are subject to one of these types of requirements.

Development of the homes, commercial buildings, recreation facilities and parks may be built as soon as it is deemed feasible, so long as:

- (a) Each phase of housing addresses the affordability of housing for a range of household incomes, including low and moderate household incomes.
- (b) Phases of housing are of a sufficient number of units and shall contain sufficient public improvements, in particular parks or open space, to constitute a neighborhood.
- (c) All phases of private development meet county standards for the provision of roads and utility services that ensure public health and safety.
- (d) Landscape improvements of any neighborhood or pocket park or off-street pathway shall be completed prior to occupancy of surrounding housing and landscape improvements of any public streets shall be completed when street right-of-way improvements are completed.

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4. *WINDEMERE, San Ramon, CA.* Darryl Foreman, Project Director; Peter Moote, Engineering Manager.
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13. *CITY OF SAN RAMON, San Ramon, CA. Herb Moniz, City Manager; Phil Wong, Planning Services Manager; Shawna Brekke, Senior Planner; Dean K. Mills, Assistant Planner; John Dillon, Transportation Services Manager.*
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